

CITY OF  
CARMEL  
by • the • Sea

GENERAL  
PLAN

REVISED 1988

INSTITUTE OF  
STUDIES

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UNIVERSITY OF CALIFORNIA

Kelly Steele



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1988 REVISED  
GENERAL PLAN  
FOR THE CITY OF  
CARMEL  
by the Sea

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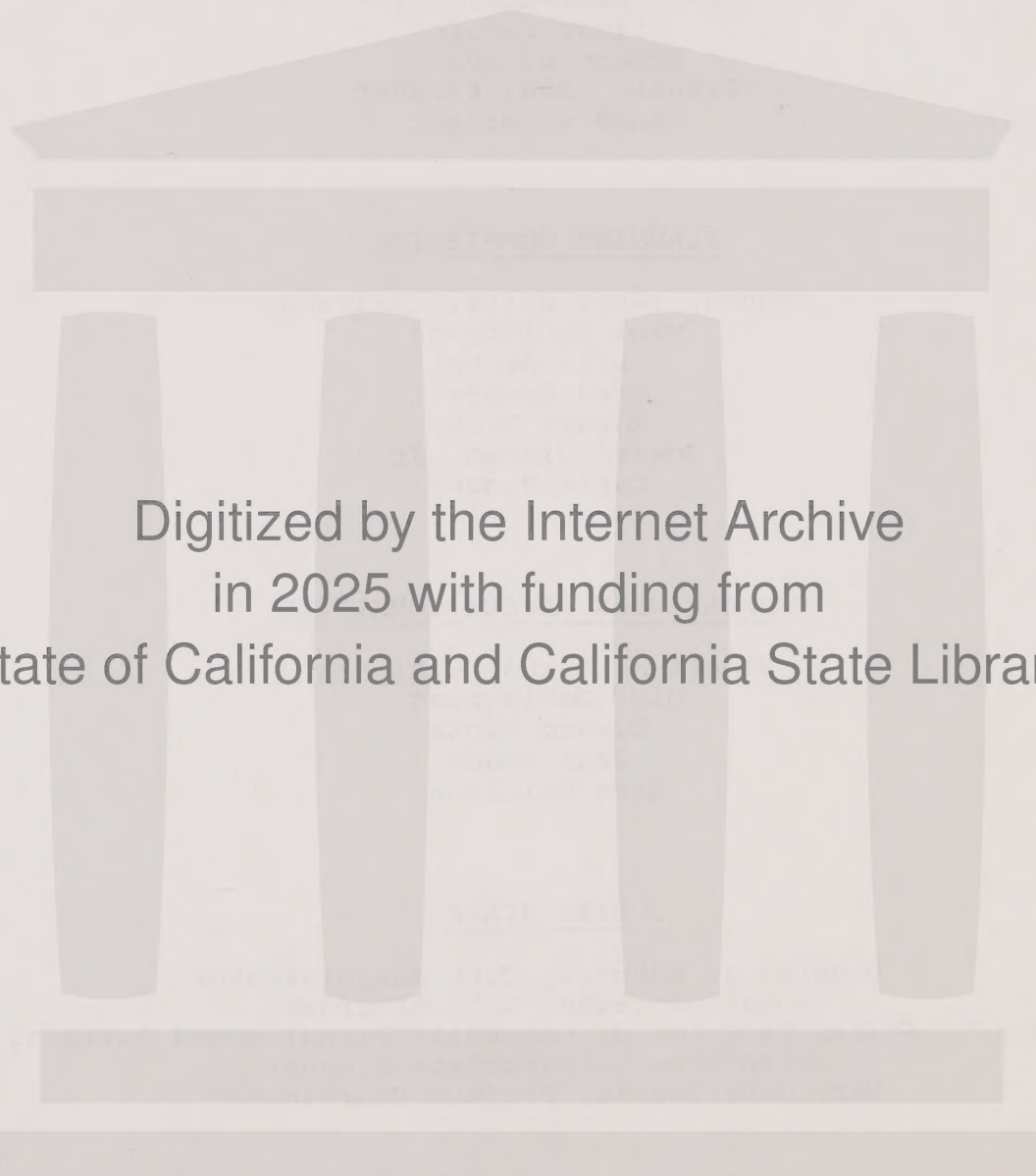
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Donald Freeman, City Attorney  
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Brian Roseth, Associate Planner  
Mary Jahr-Purvis, Project Coordinator

Artwork: Kelly Steele  
Graphics: Jeffrey Parks  
Printing: Copies-by-the-Sea  
Carmel Press



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GENERAL PLAN  
CITY OF CARMEL-BY-THE-SEA

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# INTRODUCTION

PURPOSE OF THE GENERAL PLAN. The purpose of this General Plan is to favor the general interest over the special interest in order to give durability to the Carmel experience and our special quality of living.

This General Plan is a comprehensive statement of the planning goals and policies for the City of Carmel-by-the-Sea and its surrounding Sphere of Influence. By state law, each community must prepare, adopt, and periodically update its General Plan. Seven specific elements (information topics) are required by the California Government Code (Section 65302) and must be included in each General Plan. This Plan has been prepared in a manner consistent with the California Government Code. The seven required elements are: Land Use, Circulation, Housing, Conservation, Open Space, Noise, and Safety. Other topics may be added at the discretion of the City Council.

Carmel's General Plan includes the seven state mandated elements and two additional elements. Conservation and Open Space have been combined with Scenic Highways in one element. A Public Facilities and Services Element and an Architectural/Cultural/Historic Element are the two optional elements.

A General Plan is an important land management tool for use by the community and its government officials. It provides a common base of understanding for everyone involved in matters related to community conservation and development and it sets forth community goals as well as procedures and policies needed to achieve the goals. The General Plan performs the following functions:

- Integrates the environmental, social and economic needs and aspirations of the community with the community's natural setting.
- Serves as a basic legal document with narrative and policies to which a wide range of ordinances and rules governing the quality of life in and about Carmel must conform.

- Simplifies the decision making responsibilities of Planning Commissioners and City Council Members by enabling the review of all proposals in light of a clear picture of desirable future development.
- Provides a common base of understanding which enables public agencies and private property owners to relate their projects to a common goal.
- Embodies policies and procedures essential to effective city management and the timing of public improvements; it thus provides a basis on which the annual city budget can be established.

The zoning of land must be consistent with the adopted General Plan (Government Code Section 65860). If the General Plan is amended or revised, the zoning of land must also be reviewed and amended for consistency. The zoning revision is done in conformance with the procedures set forth in the Zoning Ordinance. Zoning is one of the strongest tools for implementing the General Plan but it is not the only one. Other implementing mechanisms include the subdivision ordinance, specific plans, purchases, easements, and capital improvement plans. Reference to the Carmel-by-the-Sea General Plan should be a normal part of the decision making process of the Planning Commission and where appropriate, by the City Council. The Plan is a principal reference by which privately sponsored planning and development proposals should be evaluated. It is also a principal reference for proposals initiated and recommended by the Planning Commission to the City Council. Thus, revision of the General Plan is a serious matter and should not be done without careful thought. However, to be an effective management tool the Plan should be reviewed and updated periodically and any changes should be made only when it can be determined that an amendment will result in a revised Plan which is as good or better than the original.

## PLANNING PROCESS

Background. In 1929, the Carmel City Council adopted Ordinance No. 96 which set forth a very strong policy statement to direct the future development in Carmel. The principle established in the 1929 policy has been and will continue to be a major factor in Carmel's planning decisions. This ordinance, now outlined in Title 17 of the Municipal Code, established the residential character of Carmel and specifically outlined the City's intent that Carmel should subordinate other activities in order to preserve the community's unique residential character. The 1929 ordinance stated the following:

" The City of Carmel-by-the-Sea is hereby determined to be primarily, essentially and predominantly a residential city wherein business and commerce have in the past, are now, and are proposed to be in the future, subordinated to its residential character; and that said determination is made having in mind the history and the development of said city, its growth and the causes thereof; and also its geographical and topographical aspects, together with its near proximity to the cities of Pacific Grove and Monterey, and the businesses, industries, trades, callings and professions in existence and permissible therein."

In November, 1946, the Carmel City Council passed an ordinance providing for a Planning Commission and the preparation of a Master Plan for the City of Carmel-by-the-Sea. Development of the Master Plan did not begin until eight years later when a professional consultant was hired who prepared, in conjunction with the Planning Commission, the Livingston Plan. This Plan was adopted in May, 1957, as the General Plan for the City and was later amended in 1960 and 1961 by the inclusion of a Central District Plan. This first General Plan continued the community planning principles expressed in the Municipal Code adopted in 1929. In the process of preparing the General Plan, it became apparent that such a Plan would need to consider the surrounding area which was socially, culturally, geographically and economically related to Carmel. The Plan, therefore, included an area bounded on the west by the Pacific Ocean, on the north by Pescadero Canyon and the Jacks Peak Ridge, on the east by a line generally from Jacks Peak to the Fish Ranch ridge, and thence westward down the ridge to the sea. The General Plan was revised and updated in 1973 after the Conservation, Seismic Safety, Scenic Highways, and Open Space Elements became mandatory General Plan elements under state law. Subsequent amendments occurred in 1975 and 1978. The General Plan adopted in February 1984 was a revision and update of the amended 1973 Plan. It was revised and amended by the General Plan Review Committee appointed by the City Council in May, 1986. This General Plan was adopted by the Carmel City Council in the spring of 1988.

#### CITIZEN PARTICIPATION AND PUBLIC REVIEW

General Plan Advisory Committee. As an essential part of the planning process for the 1984 General Plan, a General Plan Advisory Committee was appointed by the City Council. The Committee was established with an advisory function to provide input to the General Plan.

The primary functions of the Committee were to serve as a sounding board for consultant's reports and as contributors of concepts to be explored during the General Plan revision; to promote wide public participation by citizens of the community in the public workshops scheduled as part of the General Plan revision process; and to give Committee members special opportunities at the meetings on the General Plan to interpret and summarize the discussions. The General Plan Advisory Committee was first established as a small committee and later the City Council expanded the membership to eighteen members. The Committee worked on the General Plan for approximately seventeen months, from September, 1981 through January, 1983. The Committee, which generally met twice a month, reviewed data, policies, and information presented by the General Plan consultant and city staff. Individual members also submitted material for consideration by the Committee. The General Plan Advisory Committee deliberated carefully on all of the elements but considerable emphasis was given to land use issues. Minutes of the Committee meetings are available in the City Department of Community Planning and Building. The General Plan Committee meetings were open to the public and public input was encouraged.

Public Review of the Draft General Plan and EIR. The Draft General Plan and Draft EIR dated February, 1983 received full public review and was in public circulation from February, 1983 through May 4, 1983. Comments received on the Draft EIR and General Plan are summarized and responded to in the Environmental Impact Report. In addition, the Planning and Conservation Committee of the Planning Commission reviewed the Plan and comments on the Plan and made recommendations to the Planning Commission. The Carmel Planning Commission held public hearings on the Plan on April 20, April 27, and May 4, 1983. As a result of the public hearings and written comments received on the Plan, numerous changes were made. A Revised Draft General Plan, May 1983 was issued reflecting the changes that had been made to date. The May, 1983 Revised Draft General Plan was reviewed by the Planning Commission on June 22, 1983 and forwarded to the City Council with some additional changes. The Carmel City Council held public hearings and study sessions on the Plan on July 21, August 30, October 11, November 22, and November 29, 1983. As a result of these meetings, other changes were made. The complete General Plan, February, 1984 reflected all changes made. The Council adopted all elements of the Plan, except the Housing Element, on December 23, 1983. The City Council adopted the Housing Element on February 7, 1984.

General Plan Review Committee. In May 1986 the City Council appointed a five member "Blue Ribbon" Committee to critique the General Plan.

The specific charge given the Committee was to make recommended changes to the Plan that would simplify, clarify or make the document more concise. Further, the Committee had as an objective to make the Plan less punitive, less dependent on subjectivity and more practical in its application. The Committee met almost weekly for a nine-month period and presented amendments to the Planning Commission. The Planning Commission held five public meetings over a two-month period to receive public comment on the General Plan Review Committee recommendations.

Community Questionnaire. In an attempt to gain greater public opinion on a variety of community issues, the City formulated and mailed an advisory questionnaire to all registered voters in Carmel. The survey was first proposed in December, 1981, by the General Plan Advisory Committee. The General Plan Advisory Committee members, Planning Commissioners, and Council Members developed a series of proposed questions over a period of two months. The Carmel City Council approved the final survey questions which were then mailed in July, 1982. All responses received by August 1, 1982 were tabulated and the information was considered by the General Plan Advisory Committee and the consultant in developing the 1984 General Plan.

The City received 1,776 questionnaire responses, representing 45.5% of the 3900 registered voters who reside within the City limits. The record of response was excellent and represented a much higher response rate than most surveys of this kind. The response was greater than the 41.2% voter turnout in the 1982 city election. In summary form, the questionnaire results provided community consensus on a number of issues. A majority of the citizens returning questionnaires responded as follows:

- Supported a limit on the number of tourist oriented businesses; including but not limited to restaurants, art galleries, gift shops, and jewelry stores.
- Approved of the City exploring means of providing housing for low income residents.
- Favored allowing second food preparation areas in single family dwellings.
- Expressed having trouble parking in the downtown Carmel.
- Approved of a preferential parking program for residents within residential areas.
- Favored construction of a parking facility at the north end of the Sunset Community and Cultural Center.

- Opposed annexation of areas adjacent to the City.
- Supported more control of development in the commercial district.

A copy of the community conducted Questionnaire is found in Appendix A under separate cover.

Some questions may be raised concerning sole reliance on the results of questionnaires as a gauge of public statement. The General Plan Review Committee believed that the lack of factual information relevant to both sides of various issues may have tended to produce a subjective or emotional response on some of them. Some answers are inconsistent within themselves, an example being that only about 10% of the respondents use public transit regularly, yet 72% said it is adequate. Some replies previously considered to represent "overwhelming" feeling of the community may in fact be less positive when allowance is made for the phraseology of the questions and the number who failed to respond. The 1982 Questionnaire should be viewed with these caveats.

AMENDING THE GENERAL PLAN. The General Plan is a dynamic document because it is based on community values and an understanding of existing and projected conditions and needs, all of which continually change. The City of Carmel-by-the-Sea should plan for change by establishing formal procedures for regularly monitoring, reviewing, and amending the General Plan. The portions of the Plan with a short term focus, such as some of the implementing policies, should be reviewed annually and revised as necessary to reflect the availability of new implementation tools, changes in funding sources, and the results of monitoring the effectiveness of past decisions. Indeed, Government Code Section 654000 (b) requires the planning agency to "render an annual report to the legislative body on the status of the Plan and progress in its implementation". The Planning Commission will perform an annual review of the Plan. The entire Plan, including the basic policies, should be thoroughly reviewed at least every five years and revised as necessary to reflect new conditions, local attitudes, and political realities." The Housing Element must be reviewed and updated at least every five years beginning in 1984. (Government Code Section 65588)

Obviously, the longer the interval, the greater the effort and extent of each revision. Twenty years is a reasonable time horizon for the General Plan but it should be re-evaluated in detail after ten years. This General Plan has been developed as a working Plan and its evaluation should be a continuing process. In the short term it is very important to review the Plan and see how it is working and to evaluate if the policies are accomplishing the stated goals and objectives. In the long term, it must be evaluated if community objectives and priorities change.

# CARMEL by the Sea

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## HISTORIC PERSPECTIVE

Major portions of the historical perspective were taken from the History of Carmel (1542-1966) prepared by Marjory Lloyd, 1966 and Carmel-by-the-Sea. Yesterday, Today, and Tomorrow, by Herbert B. Blanks, 1965. The history of the City of Carmel-by-the-Sea began 50 years after Columbus discovered the New World, when Juan Rodríguez Cabrillo, on an exploratory voyage for Spain, sighted the white sand beach and pine forest which eventually were to lie within the Carmel city limits.

A half century later, in 1602, Sebastián Vizcaíno, also exploring for Spain, discovered a river valley. With him were three Carmelite friars, and he named the valley's river "El Rio Carmelo" after the patron saint of their order, Our Lady of Carmel. The valley and its river, as well as the bay into which the river empties, are still known as Carmel. The City of Carmel-by-the-Sea borders the midshore of Carmel Bay.

A third Spanish explorer, Gaspar de Portolá, 167 years later stood where the river meets the bay. His companion was a Franciscan, Fray Juan Crespi. The next year, 1771, Fray Junípero Serra founded Carmel Mission on the edge of the southeastern boundary of present day Carmel. Here the founder of the California Mission system established his headquarters until he died in 1784. He is buried before the altar of what is now Carmel Mission Basilica. Beside him lie Fray Lasuén and Fray Crepsi.

Twenty-six years after the Carmel Mission was secularized in 1833, a Scotsman from Canada, John Martin, acquired land surrounding the mission, the southerly part of present day Carmel, for a farm which he named the Mission Ranch. The northerly portion of what is now the city, a century ago was part of the holdings of Honore Escolle, a Frenchman who settled in Monterey.

In 1902, Frank Devendorf filed the first map of a subdivision to which he gave the same name as Vizcaíno had given to the nearby river. The next year, in partnership with Frank Powers, he formed the Carmel Development Company whose holdings approximated the present area of the City of Carmel. A tiny village had been developed by 1904 when the first Sunset School was opened in a cottage on Dolores Street. The next year this cottage was moved to what is now Devendorf Plaza, a city park.

In 1905, a group of residents formed the Arts and Crafts Club to foster the cultural life of the community. The club was incorporated the following year and in 1907 acquired a clubhouse where its arts school was located. In 1922, the club built a theater where the present Golden Bough Cinema now stands. This facility served as a community cultural center until 1927 when it was sold to the Abalone League which later merged with the Community Players in the 1930's.

The cultural life of Carmel received an unexpected impetus in 1906, the year Carmel acquired its first library, when an earthquake and fire devastated San Francisco and left a group of artists, writers and musicians homeless. Many of them decided to settle in Carmel. Their coming set the future pattern for the development of Carmel as a cultural community inhabited by persons of vision who wished to preserve the natural beauty of their surroundings and the unique charm of a village in a forest above a white sand beach. Many of these newcomers became famous in the fields of the arts and added renown to the name of Carmel-by-the-Sea.

Research scientists arrived to swell the population after the Coastal Laboratory, a branch of the Carnegie Institution of Washington, D.C., was established in 1910. Electricity came to Carmel in 1914. In 1915, the Carmel Volunteer Fire Department was formed and the village's weekly newspaper, the Carmel Pine Cone, started publication. The same year, too, cypresses were planted along the beach and pines in the area west of Camino Real which heretofore had been treeless.

The residents found that the Monterey County government did not provide the controls needed by a community that wished to preserve its unique character and natural beauty. Accordingly, a move for incorporation developed. On October 26, 1916, an election was held. A majority of 113 out of 199 voters at the polls cast ballots for incorporation which became effective on October 31st. Also at the polls, the voters chose members of the City's first governing body. These representatives of the citizenry immediately began to frame laws to protect the new City of Carmel-by-the-Sea from the destructive forces of progress.

During the next 13 years, bitter battles were fought between the cultural and burgeoning business factions of the community. The first City Planning Commission was established in 1922 to advise the City Council on the preservation of Carmel from undesirable commercial ventures. In 1929, a zoning ordinance was passed which stated that business development should forever be subordinate to the residential character of the community. Based on this ordinance, Carmel has kept streets in the residential zone free of sidewalks and street lights and the beach unsullied by commercial development; nurtured the pine forest first admired by Cabrillo; allowed no high rise buildings to mar the outline of these pines against the sky; and has forbidden neon and other unsightly signs.

As a community with vision, Carmel always has attracted cultural ventures. The Forest Theater, California's first outdoor theater, was founded in 1910. In 1924, the Golden Bough Theater opened a new era in the development of drama in California, both with its productions and a drama school. In 1927, the Carmel Art Association was formed. This nonprofit organization of artists opened a gallery in 1934. An art school, the Carmel Art Institute, began instruction in 1938. Also in 1927, a new library was given to the City by Mrs. Ralph Chandler Harrison as a memorial to her late husband, Justice of the California Supreme Court. The Harrison Memorial Library is located at Ocean Avenue and Lincoln Street.

In 1931 the Carmel Music Society, founded five years before, decided to present world famous artists. The forerunner of the Bach Festival was established in 1933. In 1935 the Bach Festival was established at Sunset School to give its nationally famed concerts, and the Monterey County Symphony was founded in 1946, to offer a series of musical offerings each year.

The post World War II era brought a definite change in the population of the incorporated area. Some struggling artists and the talented nonconformists were literally "priced out" of the town. In their place has come an increasingly large number of upper and middle class business and professional persons, many of whom over the years purchased second homes in the Carmel area for vacationing and eventual retirement.

In 1964, in order that Carmel might retain the richness of its heritage centered around the Sunset School auditorium, the citizens, by an overwhelming majority, approved a bond issue to purchase Sunset School and its two block site. One quarter of the city income accruing from a four percent tax on overnight accommodations was designated by the City Council to amortize this \$575,000 bond issue. The facility was renamed the Sunset Community and Cultural Center and now is home to year round activities ranging from adult education classes to national and international dance performances.

In the 1980's, Carmel still supports strong cultural awareness and opportunities. The community offers charm and character that are unique to Carmel. The character of the business area today, however, has changed greatly from a provincial business district, serving the overall needs of the local community to an area dominated by visitor accommodations and featuring highly specialized retail outlets whose economy is largely dependent on a visitor population for their success. This development has led to problems peculiar to large visitor populations including a police force out of proportion to the resident population, use of public streets and facilities at an intensity beyond the capacity of the facilities, traffic and critical parking problems, daytime overcrowding and the predominance of commercial uses that cater more to the visitor than the resident.

The ability of the residents and the City officials to address these issues and others will determine Carmel's future.

# CARMEL by the Sea

## COMMUNITY PROFILE

REGIONAL SETTING. The City of Carmel-by-the-Sea is located in northwest Monterey County, California, along the Pacific Ocean. To the north of the City's planning area beyond Pescadero Canyon are the unincorporated area of Pebble Beach and the communities of Pacific Grove, and Monterey. Unincorporated Carmel Valley lies to the east and the mouth of the Carmel River, Point Lobos, and the unincorporated Carmel Highlands area are to the south. Also east of the City, State Highway 1, one of two major north/south state routes in the county, is the primary roadway linking Carmel to the surrounding cities. Carmel is an area rich in coastal resources and cultural heritage in California and an area of nationwide visitor and historical interest.

Approximately one square mile in area, the City's elevation ranges from sea level to 500' above sea level, sloping gently from Carmel Bay up to Highway One. Vegetation generally consists of evergreen trees in the City and along the coast, deciduous trees along the Carmel River, and coastal chaparral on the Carmel Valley hills. Various species of wildlife inhabit the area, especially in the reserves and in the undeveloped valley areas.

The climate, consistent with the rest of the Monterey Peninsula, is marked by its fairly moderate temperatures and fog. The seasonal rainfall occurs from November through April, while September and October are characterized by warm weather. Over the last 36-year period, based on a weather-year of 1 July through 30 June, Carmel and the Monterey Peninsula experienced moderate weather in terms of averages, but more extreme weather in terms of ranges. There was an average precipitation of 19", and a median of 17". On the other hand, the broad range of precipitation was from a low of less than 10" in 1976-77, to a high of about 41" in 1982-83. Then again, temperatures were a moderate monthly average maximum of 60 degrees F (January) to 72 degrees F (September); and a minimum of 43 degrees F (January) to 53 degrees F (September). However, the absolute range was a low of about 23 degrees F (December, (1972) to a high of about 104 degrees F (October, 1987).

PHYSICAL CHARACTERISTICS. The renowned scenic environment of the City of Carmel-by-the-Sea and Monterey Peninsula stems from its two dominant features: the coastline and the central ridge of wooded hills. The preservation of these two features is imperative if the scenic character of the Peninsula is to be maintained. The wooded ridgeline runs through the heart of the Peninsula separating the City of Carmel-by-the-Sea from Pacific Grove, Monterey and Carmel Valley. Numerous fingers of open space extend outward from this ridge to the sea, helping to define the Peninsula communities. The Carmel River originates at elevations of 4500 to 5000 feet and flows westerly through the Carmel Valley, emptying into the Bay at a point just south

of the City. The Carmel River floodplain zone broadens near the river mouth. The City of Carmel-by-the-Sea, since its origin, has recognized the need for open space. As a result, the City owns most of the beach along its western boundary, open areas and several parklands within the city. Carmel Bay is designated as an Area of Special Biological Significance, requiring protection of species or biological communities to the extent that alteration of the natural water quality is undesirable.

Carmel gives the impression of having a considerable amount of additional open space from the abundance of trees and wide road shoulders in natural growth. Although some of the streets of Carmel, notably Ocean Avenue, were planted with trees, most of the village was tree covered long before there was a Carmel. There are numerous records by travelers passing through Carmel-by-the-Sea which mention a "village in a forest above a white ocean beach"; "a town whose citizens love trees". Many of the trees are older than the town. The general impression of a forest comes from more than just the trees on the City streets, it includes those on private property, and the impression is created by fair sized trees.

The interior of the City lies in a park setting. To maintain open space and permit landscaping without removal of trees, streets in the residential area are not constructed to full width but are built to a width not to exceed 30 feet.

The absence of formal sidewalks in the residential district also contributes to the forest-like atmosphere, and it is with traditional intention that the sidewalks be absent. Several small areas are dedicated to open space and landscaping. One parcel is located at the northwesterly corner of Forest Road and Mountain View Avenue. Another is a center island dedicated to Carmel in the county road at the Carpenter Street entrance to the City. Center islands in both Junipero Avenue and Ocean Avenue are devoted to open areas of landscaping. The bequest for Harrison Memorial Library on Ocean Avenue requires that the grounds be landscaped and a formal garden occupies the area in front of the structure. The Carmel City Hall, Police Station, Department of Public Works, and Sunset Community and Cultural Center, as well as local churches, also display extensive landscaping. Piccadilly Park on Dolores Street between Ocean and 7th Avenues is a recent addition to open space preserved by the City. Most private property retains the forest appearance due partly to the strong interests of residents in preserving trees and partly to the City Tree Preservation Ordinance.

"Mini parks", small landscaped plots in streets' rights of way, are located along many streets throughout the residential zone. Some of these have old established trees located in the middle of the street rights of way (e.g., Junipero Avenue, south of Ocean Avenue). There are twenty established mini parks in the City, ten of which are located in the central business district (1987).

## RESIDENTS

Population Size and Growth. The population of the City of Carmel-by-the-Sea in 1960 was 4580, in 1970 it was 4525, in 1980 it was 4707, and according to U.S. Census figures, is estimated at 4938 in 1987. Thus it grew only four percent between 1970 and 1980, in comparison to an 18.5% statewide increase, 17.4% Monterey County increase, and 31.0% increase in the adjacent Carmel Valley area over the same period. This growth pattern is indicative of the nearly completely developed nature of the City and relatively available supply of buildable land in the Carmel Valley Area.

Family Size. The number of persons per household (median family size) has dropped from 2.04 in 1960 to 1.96 in 1970 and 1.83 in 1980. Since one person households (1156) account for 45% of total households (2560), the average number of persons in multiple households is 2.5. Nearly one-half of the one person households are age 65 or over. Female heads of households account for 46% of total households.

Income. The 1980 U.S. Census, based on 1979 figures, gives a median household income of \$18,607 for Carmel compared to a county median of \$17,658. A more complete breakdown of household income is found in the Housing Element. The average household has more than one source of income and significant investment assets such as savings, securities and real property. Sixty-five percent of households received wage or salary income, 19% were self-employed, 65% earned interest, dividends or rental income, 38% received Social Security, 33% percent had income sources other than those listed and 5% received public assistance.

Other Characteristics. The age characteristics of the City's residents are detailed in Table 3.2 in the Housing Element. In 1980 the median age of 50 years was twice the national average, due partially to the fact that many retired persons make their homes in Carmel. In addition, the higher cost of housing in Carmel is a deterrent to young working persons and college students. As of 1980, women outnumbered men, 59% to 41%; 95.2% of the residents were white, 2.3% of Hispanic origin, 1.8% of Asian origin and 0.7% black or other.

ECONOMIC BASE. Visitor serving uses are the primary economic activity in Carmel-by-the-Sea. The largest category of taxable sales are in apparel, restaurants and bars and other retail stores (such as art galleries, jewelry stores, gift/novelty stores). These three categories account for 81% of total sales in Carmel-by-the-Sea. The high per capita sales in these categories (for example \$7,583 in Carmel versus \$238 statewide for apparel stores) indicates businesses primarily oriented toward visitors. Based on a comparison of Carmel-by-the-Sea per capita sales with those of a community similar to Carmel without a large visitor sector, it is estimated that of total sales, approximately 98% of apparel, 46% of restaurants and bars, 94% of home furnishings and appliances, and 84% of other retail are made to non-residents. Businesses in these three categories account for 72% of all retail stores in the community, a further indication of the strong visitor orientation of the local community. (Duffy, 1986)

In addition to the revenues generated by sales tax receipts, visitors also provide revenue through the hostelry tax. In fiscal year 1985-1986, the hostelry tax (based on receipts from the hotel/motel/lodge sector) and the sales receipts accounted for 60% of operating revenues. This is an increase from 56% in fiscal year 1982-1983. This compares with the property tax contribution which was 11% of total revenue in fiscal year 1985-1986. Although the City is predominantly a residential community, the revenues received from the short term visitor trade are viewed as an important financial resource. (Department of Administrative Services, 1986).

The number of persons employed in Carmel in 1981 was approximately 3400, an approximate 2.5% increase since 1977, or an annual increase of 0.63%. The largest percentage of those employed in Carmel, 71%, or approximately 2400 are in the retail/hotel/motel/restaurant sector. Carmel's employment number is expected to increase 861 by the year 2020, based on a projection of new and intensified commercial space. (EIP, 1986)

TABLE 1

	Carmel-by-the-Sea Population (4,380)	Del Mar Population (5,125)	State of California Population (25,857,000)
RETAIL STORES			
Apparel Stores	\$ 7,583	\$ 164	\$ 238
General Merchandise Stores	465	*	655
Drug Stores	*	*	136
Food Stores	517	436	462
Packaged Liquor Stores	*	*	76
Eating and Drinking Places	5,545	2,993	626
Home Furnishings/Appliances	1,281	69	235
Bldg. Materials/Farm Impl.	511	*	320
Auto Dealers/Auto Supplies	**	*	799
Service Stations	*	*	544
Other Retail Stores	<u>7,312</u>	<u>1,354</u>	<u>855</u>
RETAIL STORES TOTALS	\$23,213	\$ 5,017	\$ 4,946
ALL OTHER OUTLETS	<u>1,982</u>	<u>3,124</u>	<u>2,626</u>
TOTAL ALL OUTLETS	\$25,195	\$ 8,141	\$ 7,572

\* Exact sales totals are omitted because publication would result in disclosure of confidential information. Totals are included in the classification "Other Retail Stores."

\*\* No businesses in this category

Source: California State Board of Equalization, California Department of Finance. Compiled by McDonald and Associates (1986)

CARMEL  
by the Sea

Comparison of 1984 Per Capita and Taxable Sales in Carmel-by-the-Sea, Del Mar and California

## Summary Goals

The General Plan is a comprehensive and coordinated guide for future growth and development of the community, including both public and private activity. The overall goal of the General Plan is to enhance and preserve Carmel-by-the-Sea and its environs holding paramount the health, safety, welfare, and happiness of its citizens and the traditional special village character, the pervading residential atmosphere and the unique natural environment of the City.

### LAND USE

- G1-1 Continue to preserve and maintain the predominance of the residential character in Carmel through appropriate zoning and land development regulations in all districts.
- G1-2 Recognize the qualities and attributes that make up the unique architectural character of Carmel, retain these qualities in existing buildings, and encourage the use of them in new structures.

### CIRCULATION

- G2-1 To provide and maintain a transportation system and facilities which will promote the orderly and safe transportation of people and goods and at the same time preserve the residential character and village atmosphere of Carmel.

### HOUSING

- G3-1 To protect and maintain the existing housing stock for residents; to encourage the modification of transient residential stock into permanent residential stock; to increase, based on the needs of residents, the housing supply; to provide safe and affordable housing for all social and economic segments of the community while maintaining the unique village character of the City.

### PUBLIC FACILITIES AND SERVICES

- G4-1 To recognize the unique social, cultural and recreational aspirations and activities which contribute to the vitality of Carmel-by-the-Sea; to provide a range of public and semi-public facilities and programs responsive to those aspirations; to provide public services to ensure each resident a safe, healthful and attractive living environment; to maintain both facilities and programs so as to exemplify the highest standards for the community.

## ARCHITECTURAL/CULTURAL/HISTORIC

- G5-1 To promote the identification and voluntary preservation of structures and sites that represent the unique architectural, cultural and historic identity of Carmel-by-the-Sea and encourage participation of a large segment of the Carmel citizenry.

## OPEN SPACE/CONSERVATION/SCENIC HIGHWAYS

- G6-1 To protect, conserve, and enhance the unique natural beauty and irreplaceable natural resources of Carmel and its Sphere of Influence; to conserve Carmel's available water sources; and to protect scenic routes and corridors.

## ENVIRONMENTAL SAFETY

- G7-1 To reduce loss of life, injuries, damage to property, and economic and social dislocations resulting from earthquakes, fires, geological hazards and/or other natural disasters; to identify potential problems relating to environmental safety; and to encourage public awareness concerning the consequences of natural disasters and hazards as they affect Carmel.

## NOISE

- G8-1 To preserve Carmel's overall quiet environment; to reduce noise in Carmel to levels compatible with the existing and future land uses and to prevent the increase of noise levels in areas where noise sensitive uses are located.

## Organization of Elements

This General Plan contains all of the seven state mandated elements and two optional ones. A Safety Element has been combined with Seismic Safety into the Environmental Safety Element. Open Space and Conservation have been combined with Scenic Highways. The Architectural/Cultural/Historic Element and the Public Facilities and Services Element are presented as separate local option elements.

Each of these elements is presented in the following order:

Introduction and Purpose - Identifies the intent, purpose and scope of the Element.

Issues of Local Significance - Identifies issues known to be of local importance or issues generated during public meetings and discussed in the Element.

Goals, Objectives, and Policies - Establishes general and specific recommendations for adoption. Each policy is written only once under an objective. Policies often support more than one objective, however, and all subsequent listings of a policy are referenced by number in parenthesis. It is intended that all policies listed under each objective have equal weight whether a policy is written out in full or is referenced by number only. Naturally, when making decisions based on the policies in this General Plan, some policies under an objective will have greater bearing on the matter at hand than do other policies under the same objective.

Supporting Information - Contains supporting information relating to the element topics and data of existing conditions and trends. Supporting information is intended to be used in interpreting the goals, objectives and policies and should be viewed as being of equal importance.

Throughout this Plan, the terms the City, Carmel-by-the-Sea and Carmel are used interchangeably.



1.  
Land Use  
Element





## Introduction and Purpose.

The Land Use Element has the broadest scope of the seven required General Plan Elements and has been required by California law in all General Plans since 1955. It relates to many of the community issues in the other elements and plays a major role in synthesizing all land use issues, constraints and opportunities. According to State guidelines, the Land Use Element should:

- "Promote a balanced and functional mix of land uses consistent with community values,
- Guide public and private investment, and
- Reflect the opportunities and constraints affecting land use identified in the other elements of the General Plan."

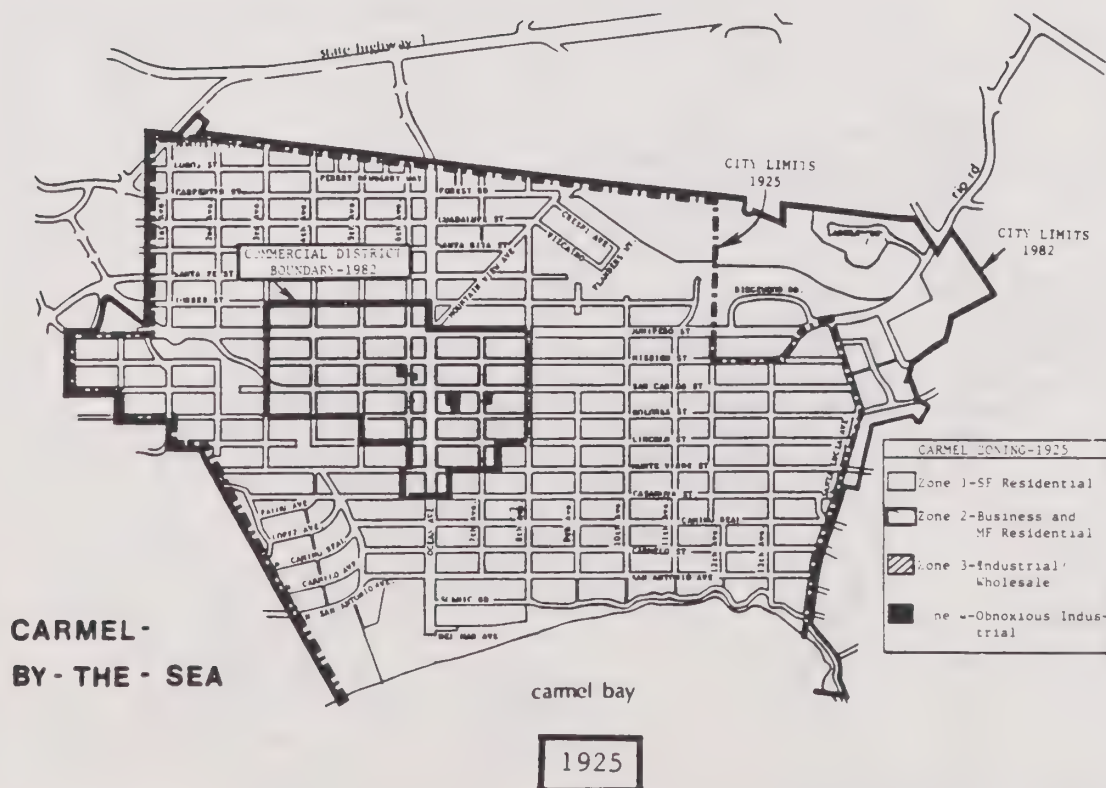
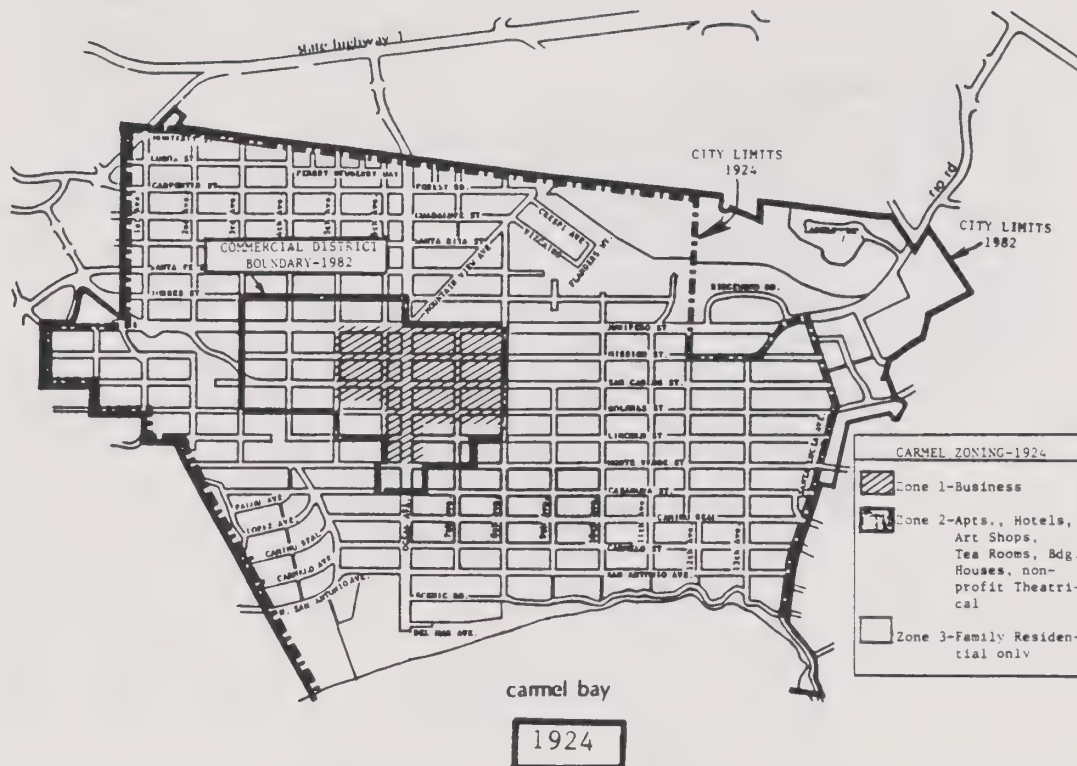
This Land Use Element inventories existing land uses, analyzes existing and potential conflicts between land uses and offers recommendations in the form of policy statements concerning specific issues unique to Carmel. The term "land use" refers generally to broad categories such as residential or commercial. The term describes physical improvements on land such as a house, motel, or retail outlet. Land use also describes the human activities that take place. Carmel's land use policies must be linked with the overriding social, economic and community values in Carmel.

## Issues of Local Significance.

The preservation of the residential character in Carmel is central to all land use issues that are addressed in this Element. The General Plan Advisory Committee evaluated land use issues for over six months. Based on the input to that Committee, the feeling of Carmel residents is that there tends to be too much commercial use in Carmel and that this could be detrimental to the character and residential focus of the community. The mix of commercial uses for Carmel should be carefully considered and effort should be made to encourage a mix that is beneficial to the city. This effort should also promote and encourage more resident serving commercial uses, and in general high quality businesses. The issues can be summarized as follows.

- Maintaining a predominantly residential village character.
- Encouraging land uses which provide goods and services for local residents.
- Managing the commercial areas and tourist related businesses and activities in Carmel in a manner that is economically sound for the community and not detrimental to Carmel's residential character.
- Evaluating the existing mix of businesses in the City and encouraging a mix appropriate to the needs of the community.
- Providing land use policies which define the appropriate level of commercial activity within the existing boundaries of the commercial district.
- Limiting land uses that consume excessive amounts of water, but with the understanding that the severity of water shortages will vary from year to year and may be mitigated by new supplies.
- Rezoning of County lands within the City's Sphere of Influence to assure compatibility with Carmel's land use policies.
- Providing adequate housing opportunities for Carmel residents in the residential and commercial areas, and other land use provisions necessary to implement the policies of the Housing Element.
- Preserving the unique character of the residential district through design approval of new structures, additions and exterior remodels.
- Providing land use policies to ensure implementation of the policies in the other General Plan Elements and the Local Coastal Plan.

FIGURE 1.1



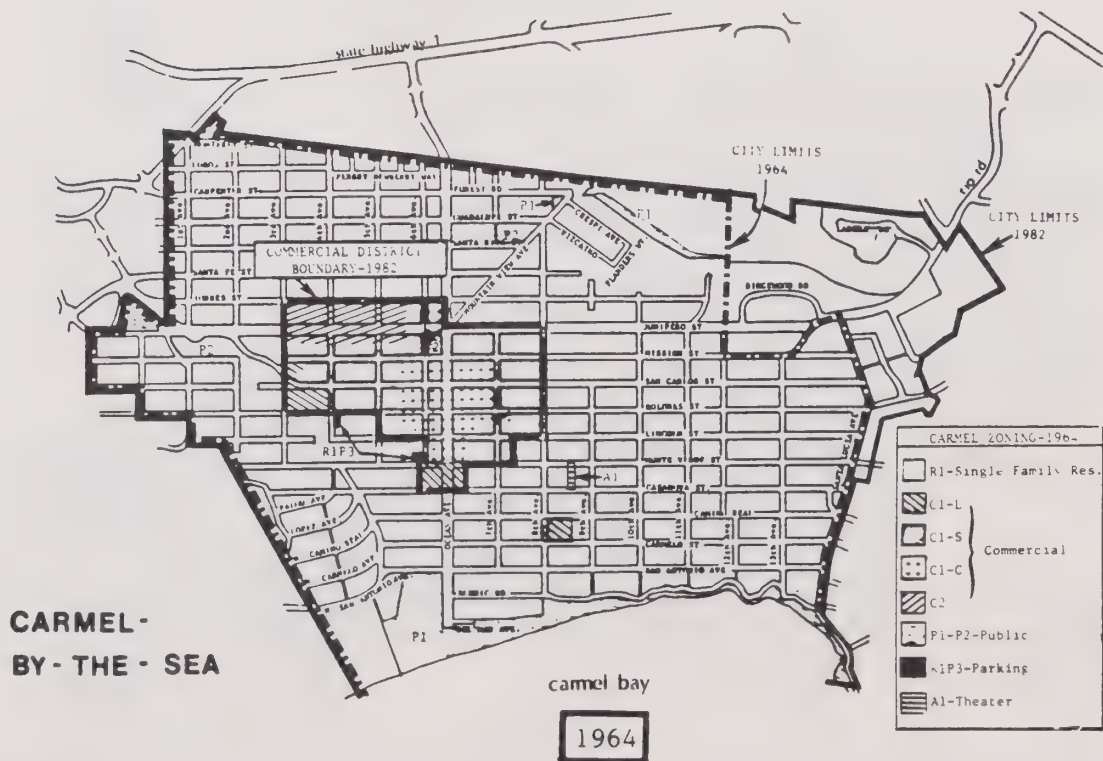
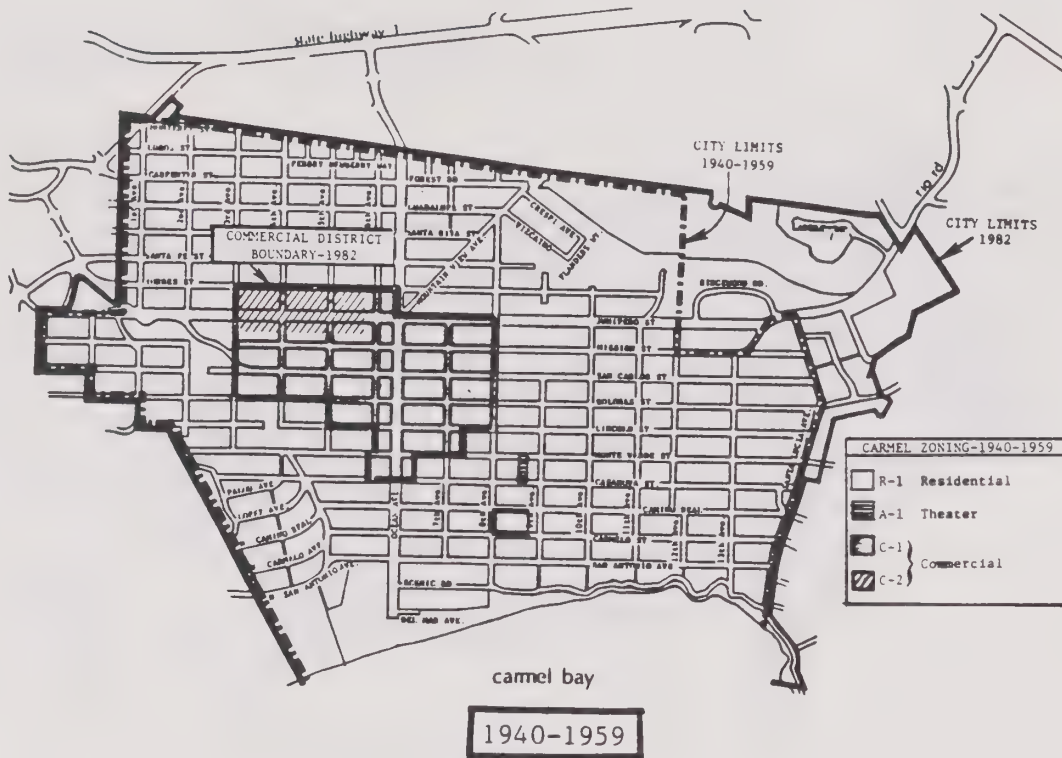
SCALE  
1"=1875'

CARMEL  
by the Sea

Carmel Zoning: Historical Perspective

# FIGURE 1.1

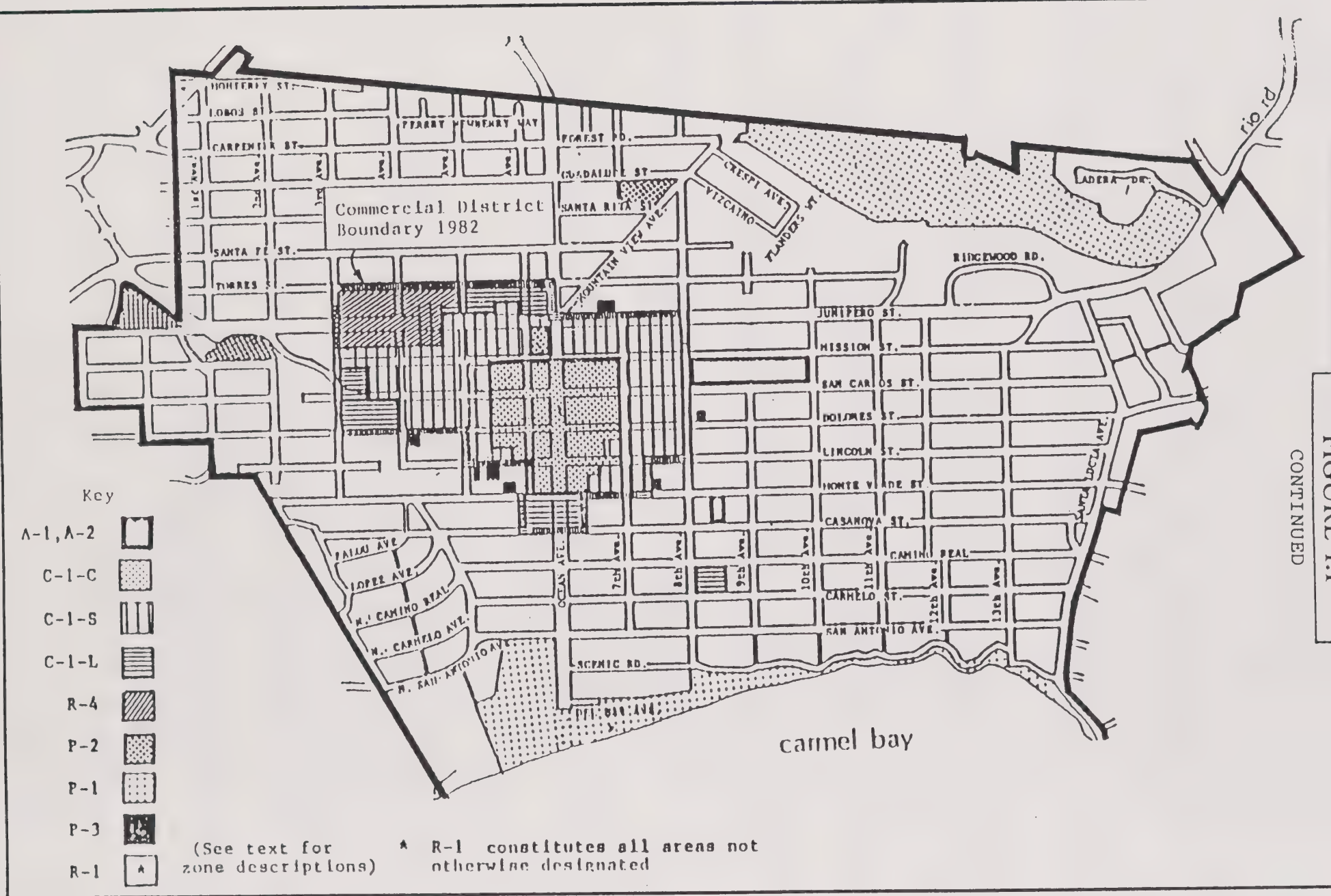
(CONTINUED)



SCALE  
1"=1875'

CARMEL  
by the Sea

Carmel Zoning: Historical Perspective



SCALE  
1"=1000'



CARMEL  
by the Sea



Carmel Zoning: Historical Perspective  
(1982)

# Goals, Objectives and Policies.

- G1-1 Continue to preserve and maintain the predominance of the residential character in Carmel through appropriate zoning and land development regulations in all districts.
- 01-1 Limit commercial activity, both as to its scope and physical land spread within the present commercial and multifamily districts.
- Pl-1 Contain the commercial district within an area no larger than the 1982 boundary shown in Figure 1.1 of the Land Use Element.
- Pl-2 Monitor the mix of permitted and conditional uses in the commercial and multifamily land use districts in order to maintain a transition of land use to the single family residential district. (Also implements 01-9)
- Pl-3 Consider prohibiting on-street parking in certain areas of the R-1 district for non-residential purposes as part of a city wide parking management program.
- Pl-4 Allow through a conditional use permit the improvement of existing off-street parking areas in the R-1 district as identified in P2-17 of the Circulation Element.
- Pl-58 Preserve the multifamily district as a residential area. Prohibit new commercial construction in this area but allow the existing amount of commercial space to remain as a conforming use. (GP Amendment 90-01)
- (See also Pl-7)
- 01-2 Preserve the economic integrity of the community and maintain an economic philosophy toward commercial activity ensuring compatibility with the goals and objectives of the General Plan.
- Pl-5 Provide incentives to property owners to encourage residentially oriented business in all commercial land use districts. (Also implements 01-3.)
- Pl-6 Encourage quality commercial uses which serve the intellectual, social, material, and day to day needs of both the local community and visitors. (Also implements 01-3)
- (See also Pl-7, Pl-20, Pl-21, Pl-34, Pl-45)

01-3 Maintain a mix of commercial uses that are compatible with the character of Carmel as a residential village.

- Pl-7 Discourage high intensity or evening commercial activity especially on the perimeter of the commercial district which may be detrimental to the liveability of adjacent residential areas. (Also implements 01-1 and 01-2)
- Pl-8 Require that all retail uses shall be conducted within a fixed place of business within the City. No individual retail sales or soliciting from business to business ("in and about") shall be allowed. (Also implements 01-6)
- Pl-9 Periodically review the mix of business uses in all commercial districts to assess the progress in achieving the land use objectives of the community and the success of policies and ordinances in achieving those objectives. (Also implements 01-6)
- Pl-58 Prohibit the creation of any additional motel units within the City.
- Pl-59 Prohibit the creation of any stock cooperatives within the City; also prohibit the demolition and/or conversion of any apartment units to create condominiums.

(See also Pl-5, Pl-6, Pl-19, Pl-20 and Pl-21)

01-4 Develop plans for the Sphere of Influence and Urban Service Areas which provide a logical, orderly direction for possible future annexations.

- Pl-10 For areas within the City's Sphere of Influence encourage the continuation of existing low intensity development and ensure through preannexation zoning that land uses and densities are compatible with Carmel.
- Pl-11 Upon annexation, zone areas for residential use and low intensity land use reflecting existing patterns. Retain county zoning for existing commercial uses upon annexation until further study determines the appropriate zoning category. (Also implements 01-13)
- Pl-12 Prior to any possible annexation, adopt plans and land use regulations for the Mission Ranch which would maintain the existing visitor serving uses and preserve the wetlands. (Also implements 01-13)

(See also Pl-39)

- 01-5 Recognize the natural resources and scenic quality of Carmel as a coastal community and allow uses in the community that are consistent with local needs, the Carmel Local Coastal Plan, and the California Coastal Act.
- Pl-13 Prohibit any construction of substantial or permanent structures on the beach or within Carmel Bay except where required for public health, safety or maintenance. Require design review for any structure proposed and minimize conflict with the scenic and aesthetic character of the beach environs through such review.
- Pl-14 Implement Carmel's adopted Local Coastal Plan (LCP).
- Pl-15 Recognize Carmel's Areas of Land Use Sensitivity, as shown in Figure 1.5, in future land use decisions.
- Pl-16 Adopt as Carmel's Land Use and General Plan map Figure 1.6 of this Element.
- Pl-17 Continue to ensure that development, whether commercial or residential, does not diminish the village character by excessively blocking important public or private views and disturbing natural topography, mature trees, or native growth. (Also implements 01-18)
- Pl-18 Promote the undergrounding of utilities where feasible and with minimum detriment to the root system of trees. (Also implements 01-16)
- Pl-59 Preserve the significant coastal views identified in the R-4 district for public enjoyment.

(See Also P6-29)

- 01-6 Protect and enhance the balanced mix of uses in the central business area, particularly along Ocean Avenue to ensure a high quality, pedestrian oriented commercial environment providing a wide variety of goods and services to local residents.
- Pl-19 Limit the number of business uses in the commercial district selling food for immediate consumption by pedestrians, including restaurants, bakeries, delicatessens and specialty food stores to reduce the generation of litter and food material on public rights of way and to help maintain a balanced mix of uses. (Also implements 01-3 and 01-16)

P1-20      Control and reduce where possible the number of business uses that are found to be out of proportion with a balanced mix of uses necessary to protect the residential character and economic objectives of the community. (Also implements O1-2 and O1-3)



Pl-21 Establish methods to the extent practicable which will result in limiting or reducing the number of certain tourist oriented uses including but not limited to restaurants, bars, art galleries, real estate offices, gift shops, T-shirt shops, fast food operations, and jewelry stores in the Central Commercial Land Use District. (Also implements Ol-2 and Ol-3)

(See also Pl-8, Pl-9 and Pl-46)

Ol-7 Recognize the contribution of existing public and quasi-public land uses in the R-1 district that serve local needs. Allow these existing uses to continue but limit their expansion and minimize impacts on surrounding R-1 neighborhoods.

Pl-22 Limit public and quasi-public uses in the R-1 district (such as schools, churches, clubs and foundations) to those sites already established. Prohibit the establishment of new sites and the enlargement of existing sites.

Pl-23 Require use permits for all public and quasi-public uses in the R-1 district and only allow modifications to these uses through use permit amendments. Limit the physical expansion of any existing structures and the construction of new facilities and uses to those that will not materially increase traffic, noise, parking demand, and similar adverse impacts on surrounding R-1 neighborhoods.

Pl-24 Require design modifications to existing public and quasi-public uses in the R-1 district to be reviewed by the Planning Commission. Apply design standards to such modifications that are consistent with R-1 design regulations applying to residential property. (Also implements Ol-15)

Pl-25 Establish criteria for the intermixing and replacement of public and quasi-public uses on existing sites, such as school use at a church, etc.

Ol-8 Adopt standards for subdivisions that will retain the scale and character of the City and reflect the subdivision and development patterns within existing neighborhoods.

- P1-26 Prevent the creation of new lots of less than 4,000 square feet in area. Encourage the formation of larger lots with proportionately lower allowable lot coverage and with greater potential for open space when such patterns already exist within surrounding neighborhoods. (Also implements 01-15 and 01-18)
- P1-27 Preserve significant areas of vegetation and open space when approving subdivisions through the appropriate siting of buildings and other allowed improvements. (Also implements 01-15)
- P1-28 Evaluate and minimize the impacts of proposed lot line adjustments and subdivisions on traffic, access, trees, topography, utilities and public services through the approval process. (Also implements 01-9)
- P1-29 Avoid the creation of land use and design nonconformities through approvals of lot line adjustments, subdivisions and the creation of building sites. (Also implements 01-18)

01-9 Develop specific densities for apartments and condominiums in all commercial and the multifamily districts.

- P1-30 Continue to encourage mixed land uses which allow residential and commercial uses in the commercial district. (Also implements 01-11 and 01-16)
- P1-67 Inventory all building sites that contain portions of lots or lot fragments left over from previous subdivisions. Consolidate all lots or portions of lots, that do not meet minimum lot size requirements, with adjoining lands within the same building site through the filing of lot merger documents.
- P1-68 Establish criteria for evaluating lot line adjustments and subdivisions that will protect environmental resources and ensure that proposed lots will be consistent with the pattern of existing parcel sizes within the surrounding neighborhood.

(See also P1-2, P1-28 and P1-51)

01-10 Adopt specific requirements or ordinances defining a maximum percentage of ancillary uses, together with maximum areas of window display to be devoted to advertising or displaying secondary goods and/or services.

GP 90-04  
6 November 1990

P1-31 Continue the four digit land use classification system as established in the current edition Standard Industrial Classification Manual (SIC) to inventory the existing commercial operations and the primary goods and services provided. Permit ancillary uses only when related to the primary use. (Also implements 01-15)

(See also P1-53 and P1-54)

GP 90-04  
6 November 1990



- 01-11 Adopt appropriate ordinances that will regulate uses, including the intensity of land use, in a manner that is consistent with the character of Carmel, including the concept of planned commercial zoning through the permit procedure and specific criteria for such use permits.
- Pl-32 Require that any development of mini-malls or merchandise marts is subject to review by the Planning Commission.
- Pl-33 Monitor the capacity of the Carmel Sanitary District for wastewater treatment. Ensure sufficient capacity is available for all projected development with priority given to residential uses and that this capacity is considered in all land use decisions.
- (See also Pl-30 and Pl-42)
- 01-12 Intensify enforcement of zoning codes to maintain the residential character of the city.
- Pl-34 Identify all existing non-conforming uses. Those determined to be both desirable and appropriate for the zones in which they are located should become allowed or conditional uses. Consider the amortization of all other non-conforming uses. (Also implements 01-2)
- Pl-35 Develop and maintain an effective program for the systematic enforcement of all codes.
- Pl-36 Annually inspect motels in the R-1 district for conformance with their use permit and/or appropriate code regulations.
- Pl-37 Review and develop measures to restrict commercial short term rental of single family residences in the R-1 district.
- Pl-38 Continue to prohibit the sale of interests in and rights to use real property in the City on a timesharing basis.
- 01-13 Amend the City's Land Use Code to provide zoning requirements for existing and future land uses in the Sphere of Influence.

- Pl-39 Control habitable uses in the flood hazard zones.  
(Also implements Ol-4) (See also Environmental Safety Element.)
- Pl-40 Adopt separate zoning ordinance provisions in the residential areas for the Sphere of Influence to maintain current existing lot uses and assure compatibility with existing development.
- Pl-41 Revert Briarcliff Academy, Carmel High School and Carmel River School sites to single family residential uses, parkland or public uses compatible with the surrounding neighborhoods when educational uses are discontinued.

(See also Pl-11 and Pl-12)

Ol-14 Develop and maintain an effective program to monitor water use in the City and to ensure the availability of water to fulfill the goals of the General Plan.

Pl-42 Before approval, consider the potential net increase in water demand which may be generated by any proposed change and/or intensification in land use. Establish priorities for water use to be used in the event that further reduction of water consumption is required. Give highest consideration to residential uses and lots of record above other types of uses. (Also implements Ol-11) (See also Conservation Element.)

Pl-43 Monitor development within the Sphere of Influence for impacts on the capacity of the Carmel Sanitary District and Monterey Peninsula Water Management District.

Pl-44 Monitor the Monterey Peninsula Water Management District to ensure sufficient capacity is available to Carmel to fulfill the goals of the General Plan.

(See also Ol-15)

G1-2 Recognize the qualities and attributes that make up the unique architectural character of Carmel, retain these qualities in existing buildings, and encourage the use of them in new structures.

- 01-15 Preserve the scale and character of the commercial districts, through the administration of land use and design standards. (Also implements G1-1)
- Pl-45 Encourage visitor oriented retail businesses to be located primarily in a core area of the total commercial district. (Also implements 01-2)
- Pl-46 Ensure, through the administration of land use and design regulations, that the special and unique character of Ocean Avenue and the adjoining commercial area is protected. (Also implements 01-6 and 01-17)
- Pl-47 Maintain zoning regulations that protect and enhance human scale, warmth, charm, interest, texture, pedestrian involvement and landscaping throughout Carmel and its Sphere of Influence. (Also implements 01-16 and 01-18).
- Pl-49 Periodically review and, if necessary, revise commercial design regulations to ensure that alterations and new buildings will contribute to the character and identity of Carmel-by-the-Sea. (Also implements 01-16)
- Pl-50 Continue to control the scale and mass of both one and two story buildings through design review. Guidelines should retain design flexibility, should not be so restrictive that all buildings would look alike, and should recognize that in certain areas, the absence of setbacks is positive and contributes to the character of Carmel. (Also implements 01-18)
- (See also Pl-27, Pl-31 and Pl-51)
- 01-16 Maintain pedestrian-oriented and attractive commercial and multifamily districts that are well integrated into the residential character of the community.
- Pl-51 Through design review require architectural and site design within the commercial and multifamily districts to be compatible with the traditional village character. (Also implements 01-15 and 01-9)

Pl-52 Allow resident oriented businesses in all areas of the commercial district and particularly encourage such businesses in areas that also are in close proximity to community, cultural and public facilities within the commercial district.

(See also Pl-18, Pl-30, Pl-47, Pl-49, and Pl-55)

Pl-60 Establish development standards for the R-4 district that will enhance the visual quality of this area and improve the transition between the commercial and the R-1 districts. Include requirements for adequate open space, setbacks, the planting of trees and the provision of infrastructure improvements.

Ol-17 Maintain diligent control over signs and other advertising or notice-attracting facilities in order to avoid unsightly, bizarre, and/or out of scale visual impacts, including exterior lighting and lights from window displays.

Pl-53 Limit the use of unnecessary or unsightly design elements such as excessive numbers of signs, nonfunctional awnings, exterior displays, interior displays, and architectural contrivances used primarily as advertising or notice-attracting features visible from the public right of way. (Also implements Ol-10)

Pl-54 Prohibit business signs incorporating lights, luminous or fluorescent paints, or movement. (Also implements Ol-10)

Pl-55 Encourage the location of signs near the entrance to the businesses they serve. (Also implements Ol-16)

Pl-56 Encourage business signs that are simple in graphic design, informative of the business use, and compatible in color and design with adjoining structures.

(See also Pl-46)

Ol-18 Preserve the traditional character and design qualities of the single family residential district through the design approval of new homes, additions and exterior remodeling. Discourage the construction of residences that are inconsistent with the character established by other structures within the neighborhood.

- Pl-61     Require design review for new homes and second story additions in the residential district. Require design review for exterior remodeling that significantly affects the character or appearance of structures and sites in the R-1 District. Ensure that approved designs do not disrupt the existing neighborhood character by introducing inconsistent design elements.
- Pl-57     Require design review of proposed developments in the residential district that are near designated parkland or that involve severe slopes, large structures or unusual design to protect the character of individual neighborhoods and avoid inharmonious or out of scale development.
- Pl-62     Establish and maintain residential design guidelines that explain the qualities that are characteristic of the community to assist in the preparation and approval of plans for residential development through the design review process. Include provisions for scale, mass, bulk, height, setbacks, open space, landscaping, exterior materials, lighting and community character. Establish procedures for using the guidelines that will allow flexibility and creativity in architectural expression yet maintain continuity in the design character of the residential district.
- Pl-63     Adopt design regulations that establish maximum limits on site coverage and floor area in order to preserve open space and avoid excessive mass and bulk. Establish provisions for a small ratio of allowable coverage and floor area on large sites and on sites constrained by environmental factors to preserve open space, vegetation, natural landforms and the character of surrounding neighborhoods.
- Pl-64     Establish landscaping standards to preserve the urban forest, and encourage gardens using native vegetation to maintain the natural character of open spaces in the residential areas.
- Pl-65     Consider the effect of proposed residential construction on the privacy, solar access and private views of neighbors when evaluating design review applications. Avoid designs that are insensitive to the designs of neighboring buildings. Attempt to achieve an equitable balance of these design amenities among all properties affected by design review decisions.

- Pl-66    Limit exterior lighting to prevent glare and preserve the traditional low levels of illumination during hours of darkness. (Also implements Ol-15)
- Pl-48    Prohibit the construction of sidewalks and concrete curbs in the R-1 district unless necessary for pedestrian safety and/or drainage. Control other construction (e.g., retaining walls, pavement, etc.) in the City's public right-of-way.

(See also Pl-17, Pl-26 and Pl-29)

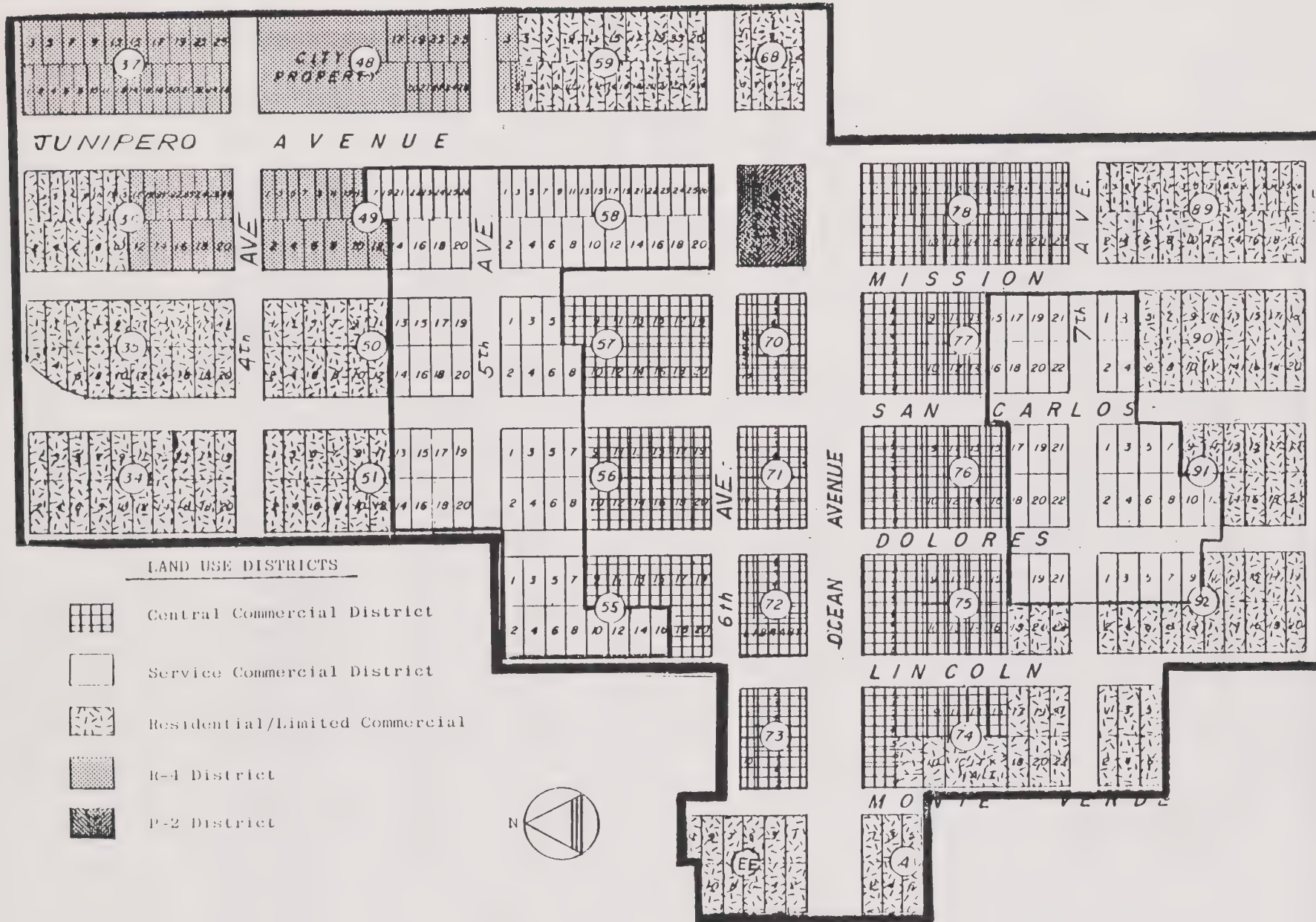


FIGURE 1.2

## Supporting Information.

HISTORICAL BACKGROUND OF ZONING AND LAND USES IN CARMEL. Carmel-by-the-Sea was incorporated in 1916 as a community known for its visual beauty and cultural atmosphere. Early development in Carmel was primarily residential; small homes set in a wooded coastal environment. Some of these homes were used as summer homes; a tradition which continues today. Commercial development began as small scale village enterprises designed to serve the needs of the residents. Through the years the commercial activities centered along Ocean Avenue, which serves as the main street of Carmel's commercial area. Residential development continued at a slow pace; homes were constructed by local builders for individual homeowners. Carmel's natural beauty was a primary factor in the developing land use patterns; preservation of a village in a forest was and continues to be an important concern to many of the residents.

Prior to adoption of Carmel's first zoning ordinance and land use regulations, visitor accommodations began to appear in areas primarily intended for small scale residential development. To avoid expansion of these hotel/visitor accommodations into the residential neighborhood, the community determined that some limitations would have to be placed on such expansion.

Zoning is often considered the primary tool to implement land use regulation within a community. Carmel's first zoning ordinance was adopted in 1924. The ordinance had three zones, the largest being Zone 3: "Family Residential Only". The other two zones, Zone 1 and Zone 2 were directed at limiting the expansion of businesses into the residential area.

Zone 1: "Business" generally was centered within a 16 block core area that is located within today's business district. Zone 2: "Apartments, hotels, art shops, tea rooms, boarding houses, and non-profit theatrical establishments," was located generally west and slightly south of the "Business" zone. This zone allowed a mix of land uses - those which had developed over the years and were somewhat unique to Carmel's cultural heritage. The 1924 zoning ordinance map is illustrated in Figure 1.1.

In 1925, zoning was revised to limit commercial development to the boundaries of the present commercial district. The 1925 zoning ordinance map indicated four zones; Zone 1 - "Single Family Residential", Zone 2 - "Business and Multi Family", Zone 3 - "Industrial/Wholesale", and Zone 4 - "Obnoxious Industrial". Very

few, if any, industrial uses were located in the city in 1925, and few exist today. Figure 1.1 illustrates the 1925 zoning ordinance map.

In 1929, Ordinance No. 96 which set the primary direction for future development in Carmel was adopted by the City Council.

## "ARTICLE 1 - GENERAL PURPOSE

STATEMENT OF INTENT. The City of Carmel-by-the-Sea is hereby determined to be primarily, essentially and predominantly a residential city wherein business and commerce have in the past, are now, and are proposed to be in the future, subordinated to its residential character; and that said determination is made having in mind the history and the development of said city, its growth and the causes thereof; and also its geographical and topographical aspects, together with its near proximity to the cities of Pacific Grove and Monterey, and the businesses, industries, trades, callings and professions in existence and permissible therein."

Over the years, there were further refined zoning maps, as illustrated in Figure 1.1. With each successive map, more zones were delineated with increased regulations and land development requirements. From the simple three zone map in 1924, Carmel had adopted ten specialized zones by 1964 and as revised in 1985 and 1987.

## EXISTING COMMUNITY DEVELOPMENT

Introduction. While Carmel is over 95% developed or built up with only a small number of vacant commercial and residential parcels available for future development, many parcels could be developed or remodeled to more intensive use. The existing land use pattern in Carmel can be characterized as a residential community of small lots (generally 4000 square feet) set in a wooded environment with an intensive commercial area centrally located in Carmel on or near Ocean Avenue. The commercial area is primarily small scale shops with individual store fronts and there is also one shopping center, Carmel Plaza.

City streets are laid out in a grid pattern without much regard for the natural terrain but with certain flexibility in regard to trees and other landscape elements. There are often shrubs and trees close along the edges and in the centers of the narrow streets, while curbs and formal sidewalks are generally absent. The commercial area is

more formal in its development, with curbs and sidewalks yet with extensive landscaping throughout the district. The commercial area has many interior courts and midblock corridors which contribute to the village atmosphere. These corridors connect small shops and eating establishments in the interior of many blocks.

Interspersed among the intensive commercial and residential development are public lands and parks. Whether these are small scale landscaped areas (down Ocean Avenue or small mini-parks in the commercial district in street rights-of-way) or the larger parks and the Carmel beach, the community has extensive publicly dedicated lands contributing to Carmel's unique character. (These features are more fully described in the Open Space, Conservation, and Scenic Highways Element and the Public Facilities and Services Elements.)

Zoning. Carmel's current commercial zoning is illustrated in Figure 1.2. Table 1.1 summarizes the amount of land within each zoning category. All zoning references and descriptions are based on existing code regulations as of January 1988.

There are three commercial zoning districts within the City. The Central Commercial (CC) District is located generally along Ocean Avenue and the first blocks north and south. The purpose of the CC district is to provide the broadest range of retail and service uses. The Service Commercial District (SC) is intended to provide an area of retail and service uses primarily for the needs of local residents. Two areas of Service Commercial Zoning are designated along Fifth and Seventh Avenues. The purpose of the third zone, the Residential and Limited Commercial District (RC), is to provide a buffer between the other commercial areas and the single family residential district. Permanent and transient residential dwellings and service uses are allowed in this district.

The Multiple Family Residential District (R-4) is a mixed use district allowing both single family residences and multifamily housing, existing motels and hotels, public uses and existing services. The area designated R-4 is generally around Junipero Avenue between Third and Fifth Avenues. The R-4 zone serves as a transition area separating the denser commercial district from the single family residential area. This District is intended to provide housing complemented with a limited amount of local serving commercial uses. This District also serves as a location for public uses. Implementation of these goals should also strengthen the primary residential character of Carmel-by-the-Sea.

The Single Family Residential Land Use District (R-1) is the largest zone within the City. The zone is intended to provide an area for detached single family residences, primarily on 4,000 square foot building sites.

Quasi-public and public uses are also allowed in the R-1 District with a conditional use permit. Table 1.4 identifies public and quasi-public uses in this district.

TABLE 1.1

<u>Zone</u>	<u>Description</u>	<u>Acreage</u>	<u>Subtotals</u>	<u>Percent of Total Acres</u>
<u>Commercial Districts</u>				
CC	Central Commercial	11.71		1.83
SC	Service Commercial	9.92		1.56
RC	Residential/Commercial	18.06		<u>2.83</u>
			39.69	6.22
<u>Cultural Theatrical District</u>				
A-1	Theater District	.28		.04
A-2	Community and Cultural Center	3.90		.61
			4.18	<u>.65</u>
<u>Park and Beach Districts</u>				
P-1	Park	56.57		8.86
P-2	Recreation	9.08		<u>1.42</u>
			65.65	10.28
<u>Residential Districts</u>				
R-1	Single Family Residential	344.85		54.01
R-4	Multi dwelling	5.81		<u>.91</u>
			350.66	54.92
<u>Streets and Public Rights of Way</u>		178.3	178.3	27.93
			<u>638.48</u>	<u>100.00</u>

(GP Amendment 90-01)

Source: Carmel LCP, 1980;  
Department of Community Planning  
and Building, 1987.



CARMEL  
by the Sea



Land Area Statistics for City of  
Carmel-by-the-Sea  
Acreage in Various Districts and Use

The City zoning also includes a number of special purpose districts: Park and Recreation District (P-1, P-2, P-2A), Theatrical District (A-1), Cultural District (A-2) and Special Community Facility District (A-3).

Land Use. An inventory of land uses is provided on Figure 1.3.

Commercial. For the purpose of easily identifying differing commercial land uses, commercial retail and motel/hotel uses have been mapped separately. Figure 1.3 illustrates commercial use sites and shows sites for hotel/motel/lodge use, including those located in the single family residential zone.

In 1988, the number of hotel/motel/lodging units is 997 in 50 businesses. A land use survey conducted in 1984 by the staff of the Department of Community Planning and Building found that approximately fifty percent of the land area in the downtown was devoted to motel/hotel use. (GP Amendment 89-01)

The disproportionate amount of hotel/motel uses to residential and other commercial uses affects the overall goal of the City to preserve its residential character. Policies in the General Plan are directed toward reversing this trend by prohibiting new hotel/motel units and encouraging increased opportunities for permanent housing. (GP Amendment 89-01)

Figure 1.3 also shows that the primary commercial development is generally located along Ocean Avenue from Junipero Avenue west to Monte Verde Street and from 5th Avenue south to 8th Avenue. The majority of commercial land uses in this area are oriented to visitors. In Spring 1986, the Department of Community Planning and Building calculated the amount of commercial square footage in the downtown area based on visual surveys and Land Use maps. This study found the following estimates:

Retail	404,136 square feet
Service	273,832 square feet
Motel	360,584 square feet
TOTAL	1,038,552 square feet

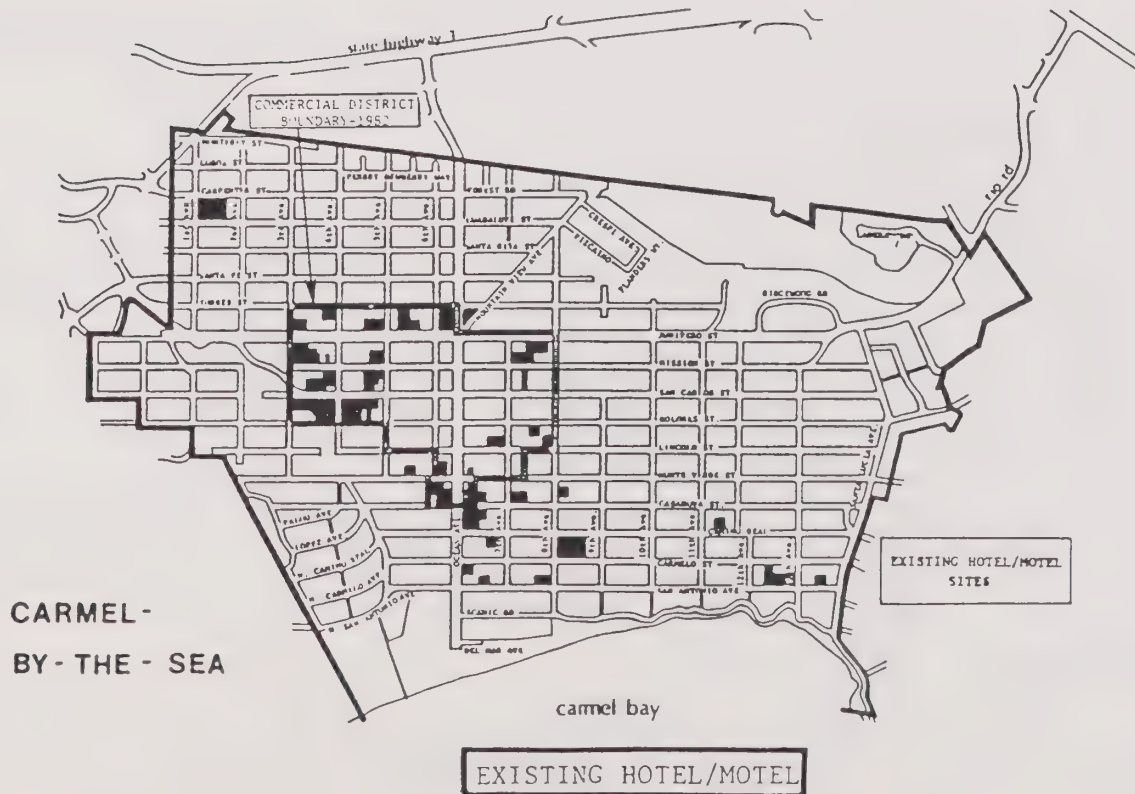
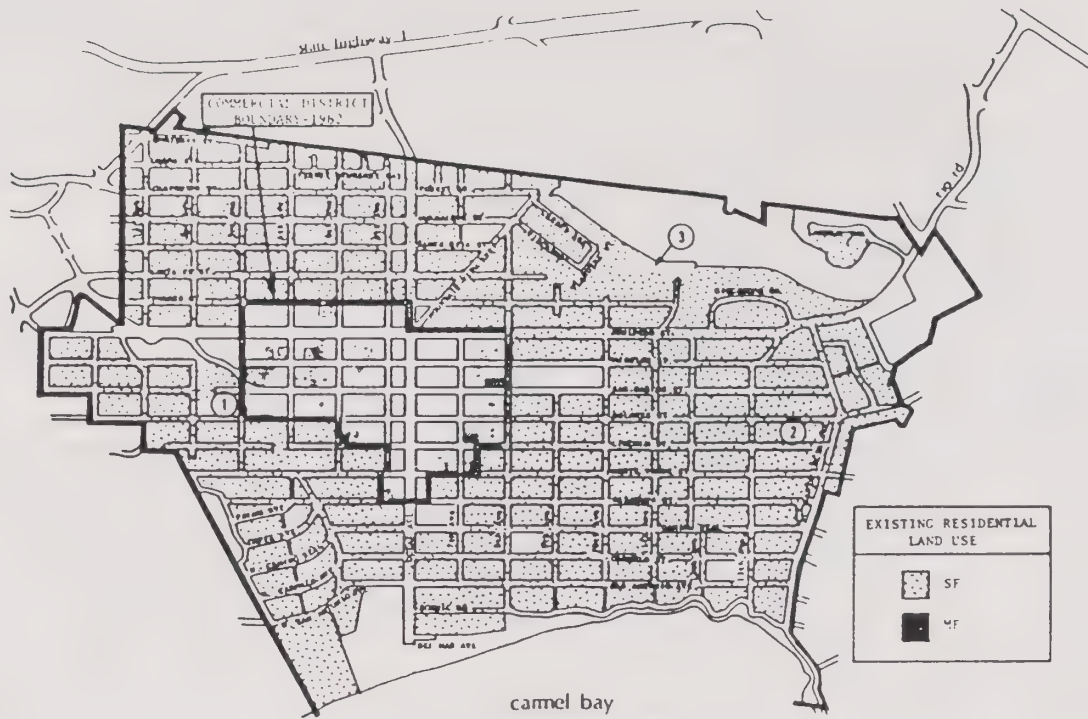
The 1982 General Plan Questionnaire showed that 71.7% (1,275) of the respondents favor greater control of development in the commercial district. When asked if the City should seek ways to restrict the number of tourist oriented businesses in Carmel, 79.2% (1,407) percent of the respondents replied yes.

Other existing enterprises which respondents said should be reduced or more such uses not allowed included T shirt shops, fast food operations, motels, and souvenir shops (See Appendix A). The General Plan Advisory Committee went on record concurring "that there are too many retail businesses in Carmel."

The General Plan Review Committee analysis of the 1982 Questionnaire is as follows: The 1982 General Plan Questionnaire (see Appendix A) resulted in 1,776 responses out of the approximately 3,900 sent to registered voters; this is a 45.5% sampling. The Questionnaire was not sent to property owners (commercial or residential) who do not happen to be voters. No figures are available as to how many are in this category, but their concern for the issues treated in the General Plan, as well as their concern for the well-being of the community as a whole, must be self-evident, given the fact of their property



FIGURE 1.3



SCALE  
1"=1875'



CARMEL  
by the Sea



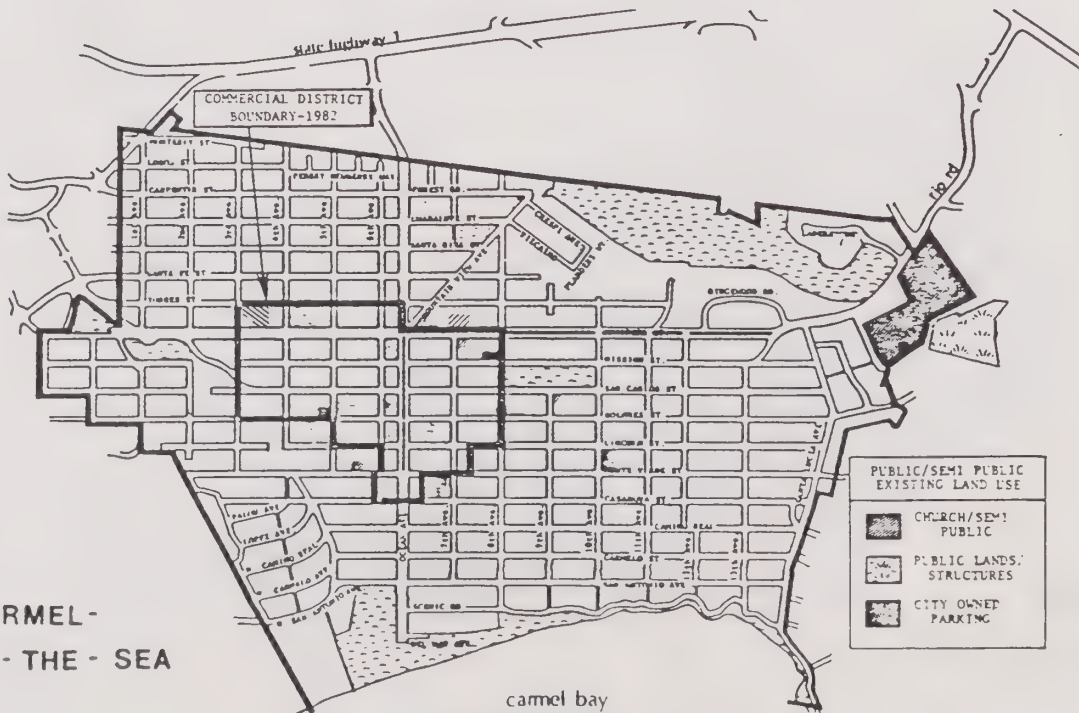
Land Use Inventory

# FIGURE 1.3

CONTINUED



EXISTING COMMERCIAL



EXISTING PUBLIC/SEMI PUBLIC



SCALE  
1"=1875'



CARMEL  
by·the·Sea



Land Use Inventory

ownership and their payment of taxes. Given the wording of the questions and the actual percentage of pro and con responses, it is not possible to infer "overwhelming feeling" of the community on the various issues presented in the Questionnaire. Also, the lack of actual information relevant to both sides of the issues in the Questionnaire brings into question the reliability of the answers, many of the respondents thus having only an emotional or subjective basis for the position taken. The Questionnaire, therefore, cannot be viewed as a sole basis for major conclusions in the General Plan.

Residential. Figure 1.3 illustrates the amount of land currently developed as residential within the community. Figure 1.3 also illustrates that within the commercial district there are numerous multiple and single family sites. In the case of multi-family dwellings, these are often interspersed with the commercial developments. Approximately two-thirds of the 615 multiple family dwellings reported by the U.S. Census are located within the commercial area of downtown Carmel. Within the residential district of Carmel, there are a number of existing, non single family residential uses, such as motels, clubs and institutions, rooming houses, and guest houses. The results of the 1982 General Plan Questionnaire show that Carmel residents generally approve of having guest houses and existing clubs and institutions present within their neighborhoods; respondents disapproved of the rooming houses and motels.

VACANT LAND AND REDEVELOPMENT. The amount of vacant land within the community is limited. Growth in the community can be primarily attributable to remodeling and intensification on existing built sites. Table 1.2 indicates the residential development potential in the City from vacant or undeveloped properties. Additional residences could be constructed in the R-1 district on vacant parcels and on building sites created from splitting an existing parcel. Approximately 600 new single family residences could be created from demolishing existing structures and reconfiguring existing ownership patterns of legal lots of records. Realistically, lot splits where a lot line is unencumbered by a structure or a multiple lot building site is in one ownership are more likely to occur. The City estimates 205 new single family dwellings from vacant lots and lot splits in the next thirty-five years. A more significant potential for growth lies in the prevalence of an aging housing stock of smaller dwellings located on lots that can be redeveloped with larger homes. Over 35% of the City's housing stock is over fifty years old and much of this housing may be replaced with newer structures over the next decade. (U.S. Census, 1980).

The R-4 district also has significant development potential. Many sites in this area contain older, smaller buildings that could be replaced with more intense development. A significant amount of the land in this district is in public ownership and could serve a variety of future needs such as parking, housing, open space or public uses. Approximately 19% of this 5.8 acre district is vacant or underdeveloped. Under existing zoning, private development within this district would result in an additional 44 dwelling units.

Additional apartments could also be constructed in the commercial districts. Approximately 30% of the commercial district area contains single story structures which could be redeveloped with second story apartments. Under present zoning this would represent about 540 additional dwelling units. (Department of Community Planning and Building, 1987)

Additional commercial development will result from vacant sites and redevelopment of existing underutilized sites. Table 1.2 estimates potential residential development based on densities allowed by present codes and the amount of land readily available for development or redevelopment. The final column in Table 1.2 estimates the total build-out potential based on all existing subdivisions of land throughout the R-1 district. Also shown is the total density achievable from development of privately owned land in the commercial and R-4 districts given the acreage in these districts and densities allowed by present codes.

PUBLIC AND SEMI-PUBLIC LAND USES. Figure 1.3 shows the existing land uses that can be considered as public and semi-public. Public uses include those lands and structures publicly owned, accordingly zoned, or dedicated to public activities. Semi-public land uses include nonprofit organizations, churches, and other facilities. Publicly owned and operated facilities are identified and discussed in other elements of the General Plan, while park and open space lands are addressed in discussions of recreational facilities and in the Open Space/Conservation/Scenic Highways Element of this General Plan.

Existing semi-public uses in the R-1 district such as churches, clubs and membership organizations represent both a service to the community and a potential conflict with the living environment of residential neighborhoods. Policies in the General Plan related to these uses are primarily intended to protect the values of residential neighborhoods when changes to these uses are proposed. While minor alterations or additions to existing structures may be allowed, significant additions or changes in use that would interfere with adjoining neighborhoods should not be allowed.

TABLE 1.2

## DEVELOPMENT POTENTIAL - RESIDENTIAL UNITS

SINGLE FAMILY RESIDENCES

	<u>Existing</u>	<u>Potential</u>	<u>Total Build-Out</u>
Existing:	2,589	-	2,589
Vacant Parcels:	111	111	111
Potential New Parcels Split from Multiple Lot Parcels:	-	94	94
Sub-Total	2,589	205	2,794
Total Potential Parcels Based on Original Subdivisions (Lots of Record)	-	663	3,252

MULTI-FAMILY RESIDENCES  
(APARTMENTS AND CONDOMINIUMS)

	<u>Existing</u>	<u>Potential</u>	<u>Total Build-Out</u>
Commercial Districts:	369	540	909
R-4 District:	46	94	140
Other:	200	-	-
TOTALS	615	634	1,049
Total Potential Based on Acreage @ 44 Units/Acre			1,956



FUTURE COMMUNITY DEVELOPMENT. Carmel's development pattern over the last few decades has already established areas where development will be allowed. The City's past zoning and land use regulations have resulted in policies which control the expansion of commercial activities. Community attitudes expressed in 1982 indicate that the community must consider additional zoning and land use regulations to ensure preservation of Carmel's residential character in all new zoning regulations, however, due regard should be given to nonconformities that may be created.

Future land use patterns in Carmel will be based on Carmel's zoning ordinance and the ultimate uses in the Sphere of Influence. Carmel is substantially developed within its existing City limits so the opportunities for new development on vacant land are limited. Therefore, Carmel's future land use policies must focus on the appropriate type of uses to be allowed in already developed areas which may undergo change in structures and uses over a period of years. Secondly, the policies should establish a firm land use pattern for the area designated as Carmel's Sphere of Influence

ALTERNATIVE LAND USE POLICIES. In the process of developing this General Plan numerous land use policy alternatives were evaluated. The policies set forth in this element are based on the alternatives that are considered most appropriate for Carmel at this time. The following alternatives and/or land use issues are discussed: 1) methods to encourage residentially oriented businesses; 2) commercial district boundaries; 3) preservation of the central business district; 4) reevaluation of certain commercial zones; 5) unrelated additional uses in businesses; 6) non-conforming uses; and 7) preservation of the residential and natural character.

Encouraging Residentially Oriented Businesses. As indicated in the 1980 Carmel Local Coastal Program Land Use Plan, the City "has a much higher number of service and retail oriented businesses relative to the population base than either Monterey or Seaside". Price, convenience, variety, easy parking and major retail centers outside of Carmel have motivated many Carmel residents to travel outside the City for groceries, fuel, and other household items. Most residents travel outside the community for these essential goods and services, because

businesses of this scale are not permitted in Carmel. The 1982 General Plan Questionnaire indicated where the following percentages of respondents purchased a majority of their groceries and gas.

	GROCERIES	GAS
WITHIN CARMEL-BY-THE-SEA	20% ( 396)	30% (459)
AT THE MOUTH OF CARMEL VALLEY	60% (1,145)	31% (480)
ELSEWHERE	20% ( 393)	39% (604)

Residentially oriented businesses are those which sell products or services which are generally purchased in the ordinary course of living by residents permanently residing in a community. Examples of residentially owned businesses include a grocery store, drug store, hardware store, barber/beauty salon, dry cleaner, and medical office.

Accommodating residentially oriented businesses in the R-1 zone, or creating an overlay zone is patently undesirable, because containment within the present bounds of all commercial activity in the City is deemed to be of utmost importance to the conservation of the residential quality of life.

Accommodating residentially oriented businesses in a separate neighborhood commercial zone is also undesirable and basically unworkable. The geographic size of Carmel is relatively small and the commercial area is compact so the creation of a separate neighborhood commercial zone may not be appropriate for several reasons. In a zone that only allows neighborhood commercial uses, property would probably remain vacant due to high rent resulting in few, if any businesses locating in such a zone. Secondly, the atmosphere created in Carmel by a mix of commercial uses is a key factor in Carmel's character. Therefore, other alternatives to encourage more resident-oriented businesses would be more appropriate.

It is doubtful there would be significant public support for subsidizing residentially oriented businesses. Limiting the number of certain businesses or excluding businesses that do not contribute to the residential character of Carmel also may fail to encourage or increase the number of residentially oriented businesses. Providing zoning incentives to encourage residentially oriented businesses is a potentially workable alternative, if such incentives can be found. This probably deserves some study to see if precise measures can be developed.

Commercial District Boundaries. Continuing the definite boundary of the entire commercial district (which encompasses several commercial zones) presents an important physical and psychological separation between residential and downtown commercial uses. Carmel, as a coastal community, has State mandated Coastal Act policies it must implement regarding the provision of visitor serving uses. In addition, Carmel's economic base is strongly influenced by the level of commercial activity. While the role that these types of commercial activities have in the community is recognized, these uses should be located in or near the central area and should not disrupt the residential character. Therefore, an important policy in this Element is that the total commercial district shall be contained within the 1982 boundary as shown in Figure 1.1. Also seen as an extension of the commercial district is off-street parking located in the R-1 district.

As stated in the 1980 Carmel Local Coastal Program Land Use Plan:

"Carmel presently provides a relatively large number of overnight accommodations, restaurants and various shops to serve the visiting public... These facilities are generally competitively priced with those existing in surrounding communities and constitute a much larger share of the City's economic base than is typical for a community of its size. To further expand the nature and number of these commercial recreation opportunities could only be accomplished by further penetration of the residential areas of the City. Too, dramatic expansion of such commercial recreation opportunities would cause an even further imbalance in the local economy. Therefore, despite the continued and growing demand for such facilities, Carmel cannot realistically provide more without adverse impacts on the residential nature of the community."

Preservation of the Central Business District. Ocean Avenue constitutes a major linear park through the heart of the commercial district. It has for years housed businesses that are attractive to both visitor and resident alike. It has been, and continues to be, the nucleus of visitor attention.

The attraction of the area creates pedestrian congestion on the majority of weekend days throughout the summer and during holiday periods. Pedestrian counts taken during the Memorial Day weekend in 1984 found a peak hour volume of 2,400 persons crossing through the southeast corner of Ocean Avenue and San Carlos Street.

Pedestrian congestion detracts from the shopping and walking experience and the overall economic vitality in the commercial district, especially on Ocean Avenue. The large number of establishments offering food that can be consumed immediately on the sidewalks and the litter and food debris left, also detract from the pedestrian experience.

Because of the attraction of Ocean Avenue, the businesses and properties have a commercial advantage and are the most sought after and desirable in the central business district. These pressures create high rent scales and an economic environment in which only businesses with high volume sales, small inventory, or which are corporately owned can compete. The high quality, independently or locally owned business which has been the traditional character of the business district is at a distinct disadvantage and through the years the trend has been that these types of businesses have moved away from an Ocean Avenue location.

The vacancy rate of Carmel commercial space, estimated from between 0.5% to 3%, is low compared with other California cities. Similarly, rental rates are high compared to average California levels. Prime commercial space near Ocean Avenue ranges from \$2.00 to \$4.00 per foot and \$0.75 to \$2.00 in other locations.

Recognizing the pressures thus created, which tend in the long run to degrade the character of the entire central business district, land use regulations have for many years been more attentive to this risk than in other parts of the commercial district. This philosophy should be continued, and it should be constantly reviewed for effectiveness and equity, keeping in mind the maintenance of the village character that has so long existed there.

Reevaluation of Certain Commercial Zones. The concept of creating a buffer between the commercial and residential areas is important. Maintaining the overall existing commercial district boundary as discussed above is one step in the process. Uses in the various zones should be reviewed for their effect on the overall business district as well as on the preservation of a peripheral buffer zone. Using the current SIC Manual as a base from which to identify land uses will continue to provide the City with a standardized methodology to inventory land uses. The areas used to establish this buffer are the RC and R-4 districts. Future development in these areas should be designed to achieve a smooth transition to the R-1 district in both design and land use. (GP Amendment 90-01)

Unrelated Additional Uses In Businesses. Many stores in Carmel are licensed as a singular business with a primary sales focus but provide unrelated additional goods or services as well. In some cases, the additional uses tend to constitute 50% or more of the business and the

presence of these goods or services changes the appearance of the business. Certain additional uses may not be considered compatible (e.g., a camera store selling T shirts). This pattern in stores has an influence on the character and quality of the community. Methods of regulating the provision of these additional uses may entail one or a combination of the following:

- A very defined regulation which would only allow single or primary uses specified under the four digit classification (industry number) for a single retail outlet as established in the current Standard Industrial Classification (SIC) and allow only strictly ancillary uses. These ancillary uses would have to be directly related to the primary business. The impact would be to make numerous existing uses in the commercial area nonconforming as a retail outlet may offer nonrelated goods or services. This method, however, would be easier to enforce on new businesses.

- A less defined method which would limit unrelated additional uses to a certain percentage of the floor area and/or display area. This alternative could also make some retail outlets nonconforming should the percentage of the additional use area, or some other factor, be less than the currently allowed 10%.

Determining the appropriate amount of unrelated additional goods or services may be based on square footage in an establishment, display area, or gross sales receipts. Controlling the amount of these uses based on square footage or display area would be easier to enforce than sales receipts and would also address the visual impact of such uses on the character of the commercial district.

Nonconforming Uses. In 1979, the City's Planning and Zoning Code was amended to prohibit all uses other than apartments, offices and nonretail uses on the second floor of buildings in the commercial and the R-4 districts. Current uses which were allowed prior to 1979 but then prohibited by these amendments are considered to be "nonconforming". Nonconforming uses are allowed to continue with restrictions on expansion.

Preservation of the Residential and Natural Character. Over the years, the City has adopted many policies to direct community development and natural resource preservation. Additional policies are proposed herein to reinforce existing ordinances, to guide the future modification and updating of such ordinances, and to assist in the creation of new regulations, as necessary.

Existing characteristics and efforts to be reinforced include the community emphasis on tree planting, the absence of sidewalks and curbs in the R-1 district, the prohibition of timesharing, and the conservation of the beach areas. Regulation of bulk, height, and ground coverage should be reviewed to increase open space.

One means of protecting the natural character and quality of the residential areas is through regulation of subdivisions and lot line adjustments. Most of the land within the city limits was subdivided in 1888, 1908 and 1918 as major tracts were laid out for lot sales. These subdivisions generally were a simple grid of blocks and 4,000 square foot lots and often did not account for topographic or vegetative characteristics of the land. Since these early years, lot lines have been continually readjusted to create larger parcels and lots that achieved a better fit to the land. Since many older building sites were created without the filing of new maps, or without erasing old lot lines, the General Plan directs that the recorded description of existing building sites containing lot fragments be verified through the lot merger process. This will help protect the character within each neighborhood by preventing the creation of new building sites from substandard lot fragments left over from past subdivisions and lot line adjustments. While the potential for additional subdivisions is limited, the policies in the General Plan on subdivisions and lot line adjustments are directed at continuing the process of fitting new development to existing patterns of building sites and preserving the natural features of the land that contribute to the character of Carmel.

COASTAL LAND USE AND PLANNING. Part of Carmel's future land use patterns will be established by implementation of Carmel's Local Coastal Plan (LCP). The City of Carmel-by-the-Sea Local Coastal Program Land Use Plan was adopted by the City Council in 1980 and certified by the California Coastal Commission in 1981. The Local Coastal Plan was amended in 1983. Part of the LCP includes an implementation program which the City is in the process of completing. The Local Coastal Plan and this General Plan are consistent.

This General Plan adopts a policy which requires implementation of Carmel's Local Coastal Plan. The elements in this Plan address the policies discussed in the original and the 1983 amended LCP. Local Coastal Plan policies which are of key importance to land use include the policies on the Scenic Walkway Plan, establishment of a Beach Related District, establishment of a Park/Open Space Vicinity District, establishment of archaeologically significant areas, establishment of a water monitoring program, encouragement of housing in the commercial district, establishment of requirements for subordinate units and modification of parking policies. These policies are discussed in greater detail in the Open Space, Conservation, Scenic Highways Element, and the Housing and Circulation Elements.

GP 90-04  
6 November 1990

## DESIGN ISSUES

Commercial and Multifamily Design. The visual character of the commercial and multifamily districts is maintained through design review. The following guidelines should be used in interpreting objectives and policies of the Land Use Element to assure that the village character of these areas are protected and enhanced:

1. Limit maximum total allowed building floor area to 80% - 90% of site area. Establish incentives within this range to achieve the City's design and land use goals.
2. Encourage courtyards, usable open space and intrablock pedestrian walkways.
3. Maintain a sliding scale in the commercial districts for increased open space and landscaping on larger sites. Preserve adequate space for trees of the urban forest on each site whenever feasible.
4. Limit new second story construction to residential use only.
5. Establish and maintain parking regulations to reflect real demand without discouraging residential uses throughout the commercial and multifamily districts.
6. Require adequate setbacks for second stories to maintain a pleasant street facade.

Signs. As early as July 27, 1925, the City of Carmel-by-the-Sea regulated signs through adoption of Ordinance No. 63 which required issuance of a permit for the erection and maintenance of signs within the City. Over the next 60 years an additional nineteen ordinances were adopted refining that first sign ordinance.

The record indicates that whereas the City has always considered the regulation of signs as one means of preserving the local aesthetics; rather than adopting formal objectives and policies regarding signs it has worked under informal guidelines which were subject to change.

Sign approval is a discretionary design review process and in 1987, the Planning Commission adopted Resolution No. 87-61 confirming that the primary objective of sign review is to avoid the appearance of visual clutter and excessive advertising. The Resolution also identifies sign review policies that limit the use of unnecessary or bizarre design elements, encourage signs that are simple, informative, and compatible with adjoining structures, encourage the location of signs near business entrances, prohibit signs incorporating lights, illuminating or fluorescent paints or movement and limit the number of signs to one per business with certain exceptions.

Single Family Residential Design. The unique character of the City is reflected throughout the residential area. Homes in Carmel were often small studios or cottages nestled among the oaks and pines on small lots. Scattered among these homes were larger residences on larger lots creating an interesting mix of building sizes and open spaces within each neighborhood. Architecture exhibited wide variety but generally maintained a human scale and demonstrated creativity in responding to site conditions of slope, trees and development on neighboring properties. In several areas of the City noted for their steep topography, larger parcels were created where development could reasonably occur without significant damage to environmental resources. Some other areas with larger lots occur near the beach and within areas annexed to the City from Monterey County. Throughout most of the residential area, building sites have been formed over time that break the grid of standard lots in the original subdivisions by assembling combinations of lots and portions of lots into various sizes and shapes. The result of these past developments and adjustments has been to create a pleasant mix of large and small lots with commensurately sized houses that take advantage of natural features within each neighborhood.

As property values have increased and the demographic mix of the community has changed, a trend to replace the older, smaller housing stock with larger structures has developed. As homes are increased in size, there is less tolerance within the community for architectural designs that are out of character with their neighborhood or which show a lack of sensitivity to site conditions. The replacement of small cottages surrounded by abundant open space with larger homes and less open space has a potential to profoundly change the visual character of the community. Policies in this element of the General Plan are intended to moderate this change; allowing newer homes to replace the old but preserving those elements contributing to the essential design character of the residential district such as scale, sensitivity to neighboring homes and good site design. The process of design review is used to carry out these policies ensuring that new designs fit in with their surroundings and preserving a measure of continuity in spite of change. An important part of the residential design review process will be the development and use of design guidelines that can be used in the design and evaluation process to retain the character of the City yet allow flexibility and creativity in architecture.

Public Views. The California Coastal Act requires the City to manage development in a manner that protects and enhances views of coastal resources for the benefit of the public. In implementing this Act, the City has adopted a Beach District wherein building heights and setbacks are controlled to assist in the preservation of ocean views from public rights of way. The City has also adopted a Park and Open Space Overlay District to protect views from designated public open space lands. Other significant public views of the coast are available from east-west trending streets, Scenic Road and portions of the R-4 District in public ownership (i.e., Police Station courtyard and the property at the corner of Torres Street and Third Avenue). Views available from public lands should receive greater protection than private views.

CARMEL'S SPHERE OF INFLUENCE. The State of California has authorized Local Agency Formation Commissions (LAFCO) to determine the ultimate boundaries of local jurisdictions. A Sphere of Influence represents the probable ultimate physical boundary and service area of a local government. Within that boundary, an Urban Service Area is designated. This area is an area now served by existing urban facilities, utilities and services or proposed to be within the next two years. The Urban Transition Area is an area likely to be provided with urban services within a five to twenty year time frame.

In May 1986, the Monterey County Local Agency Formation Commission (LAFCO) approved a Sphere of Influence for the City of Carmel by-the-Sea as shown on Figure 1.4. This shows the ultimate boundary of the City generally to be Pescadero Canyon on the north, the Hatton Canyon Roadway right of way to the east and Carmel River to the south. Included in the Urban Service Area are Carmel Woods, Hatton Fields, Mission Fields, Carmel Point and the beach area immediately north of Carmel Beach.

Carmel Woods consists of approximately 170 acres north of the City limits. County zoning permits medium density (1-5 units per acre). This area is fully developed with single family residences on 4,000 - 10,000 square foot lots. The Briarcliff Academy, a private elementary school serving area children, is also located in this area.

Hatton Fields consists of 300 acres of single family residences east of the City limits and west of Highway 1. Medium density zoning is permitted by the County and the area is developed in predominantly larger lots.

Mission Fields is an area located southeast of the City and west of Highway 1. This area is developed with medium density residential sites and is zoned at that density. The Carmel River Inn, forty unit motel adjacent to Highway One and the Carmel River, is an exception to the residential development. Most of the Mission Fields area is in the 100 year flood plain of the Carmel River.

The Mission Tract area is immediately south of the City. This area includes medium density residential uses, the Mission Ranch, Hodges Property, the Carmel River School, and Carmel Sanitary District Wastewater Treatment Plant. The Mission Ranch is developed with 26 visitor units, a restaurant, and a tennis club. A large portion of the Mission Ranch and adjacent Hodges property are undeveloped and include part of the wetlands of the Carmel River Lagoon. These properties are zoned medium density residential, resource-conservation and schools.

Carmel Point is a 150 acre residential neighborhood south of the City, north of Carmel River and along the coast. Other uses in the area include two visitor accommodations and the Carmel River Beach. This area is County-zoned medium density residential, parks and resource conservation.

Carmel Hills, within the City's Urban Transition Area, is 115 acres between Highway 1 and the proposed Hatton Canyon Roadway. This area includes single family residences, zoned at medium density and the Carmel High School. About 75 lots in the Carmel Hills area are on septic tanks and not served by sanitary sewage otherwise provided by the Carmel Sanitary District.

Most of the residential area in the Sphere of Influence is in larger lots than the City's standard 4,000 square foot size. Rezoning these properties to Carmel's standard R-1 zoning would be inappropriate since it would not reflect existing development patterns and may increase density in the fringe areas of the community. Adopting a separate R-1 ordinance provision for these potential annexation areas similar to what has been adopted in the past, would maintain the existing lot sizes and density. Special consideration should be given to the Mission Ranch and Hodges properties since they represent the largest undeveloped areas within the Sphere of Influence.

CARMEL PROPOSED LAND USE PLAN. The policies in this General Plan result in the proposed Land Use Plan Map. Figure 1.5 represents areas of Land Use Sensitivity in Carmel, such as sensitive beach or archaeological areas. These defined sensitive areas should be considered in making future land use decisions. Figure 1.6 represents Carmel's Land Use Plan Map. The map identifies general land use categories. As part of implementation, the City Zoning Map, which is more detailed, will be amended to implement the Land Use Map.



The purpose, allowed uses, residential and population density and maximum building intensity for each district shown on the Land Use Plan is as follows:

Single Family Residential. The purpose of this designation is to provide an area of single family residential development at a maximum density of eleven (11) units per acre. Assuming an average population of 1.5 to 2.5 persons per unit this allows a population density of 16.5 to 27.5 persons per acre. Public/quasi-public uses and overnight accommodations currently operating under a use permit are also allowed. Building intensity in this area may not exceed 45 percent floor area ratio and requires at least 45 percent open space. Proportionately less floor area and greater open space are required on larger lots.

Multi-Family Residential. The purpose of this designation is to provide an area for multiple family residences at a maximum density of thirty-three (33) units per acre or 44 units per acre when affordable housing is provided. Existing commercial buildings occupied by uses serving residential needs are also allowed, although additional commercial floor space is not. This district is also appropriate for public uses. Assuming an average population of 1.0 to 2.0 persons per unit, this allows a population density of 33 to 66 persons per acre. Maximum building intensity for this area is limited to 80 percent to 90 percent floor area ratio depending on the quality of design. Minimum required open space is 45 percent of each site.

Commercial. This area designates the commercial district of the City. A wide range of retail and service uses in scale with the overall residential character of the community are permitted. More intense commercial activities are allowed in the core of the commercial district with a transitional area of service uses and visitor accommodations in the perimeter of the district. Mixed use developments of commercial and multi-family residential uses at a maximum density of thirty-three (33) units per acre are allowed.

This district is also appropriate for public service uses. Assuming an average population of 1.0 to 2.0 persons per unit, this allows a population density of 33 to 66 persons per acre. Maximum building intensity for this area is limited to 80 percent to 90 percent floor area ratio depending on the quality of design. Minimum required open space is 30 percent for two story developments and 20% for single story developments. More open space and less floor area is required for larger sites.

Open Space and Recreation. This area is intended to provide for public open space, beach and recreation lands available for public use. Facilities which are committed to public recreation and compatible with the natural resources are allowed.

ZONE	COMBINING DISTRICT		BUILDING SITE REQUIREMENTS - MINIMUMS UNLESS OTHERWISE STATED					
	MINIMUM	USES PERMITTED	BLDG.SITE AREA	FRONT YARD DEPTH	SIDE YARD DEPTH	REAR YARD DEPTH	MAXIMUM BLDG. HGHT.	COMMENTS
	BLDG. SITE							
R-1 One Family Residence	- ----- -	One family dwellings, rooming and boarding, domestic animals (dogs, cats), limited signs, limited accessory buildings.	6000 sq. ft.	20 ft.	6 ft.	10 ft.	30 ft.	Single family residential zone. 6000 sq. ft. minimum.
R-1 One Family Residence	B-2	See above.	10,000 sq. ft.	25 ft.	10 percent (maximum of 10 ft.)	10 ft.	30 ft.	Single family zone, 10,000 sq. ft. minimum.
R-1 One Family Residence	B-3	See above.	20,000 sq. ft.	25 ft.	10 percent (maximum of 10 ft.)	10 ft.	30 ft.	Single family zone, 20,000 sq. ft. minimum.

TABLE 1.3



TABLE 1.4

<u>USE</u>	<u>LOCATION</u>
1. Cherry Foundation	NW corner Guadalupe & 4th
2. PG&E	NE corner Junipero & 2nd
3. Carmel Foundation	E/s Lincoln bet. 8th & 9th
4. Carmel Presbyterian Church	SE corner Junipero & Mt. View
5. All Saints Church	South of 9th, Dolores & Lincoln
6. Library Parking Lot/ Murphy Site	NW corner Lincoln & 6th
7. Woman's Club	W/s San Carlos bet. 8th & 10th
8. Carmel Red Cross	SE corner Dolores & 8th
9. American Legion Hall	E/s Dolores, 8th & 9th
10. Christian Science Church	North of 6th bet. Lincoln & Monte Verde
11. Carmel Mission/ Junipero Serra School	Rio Road
12. Segal Foundation	W/s Monte Verde bet. Ocean & 7th
13. Senior Parking/Housing	NW corner Dolores & 5th
14. Masonic Hall	W/s Lincoln bet. 7th & 8th

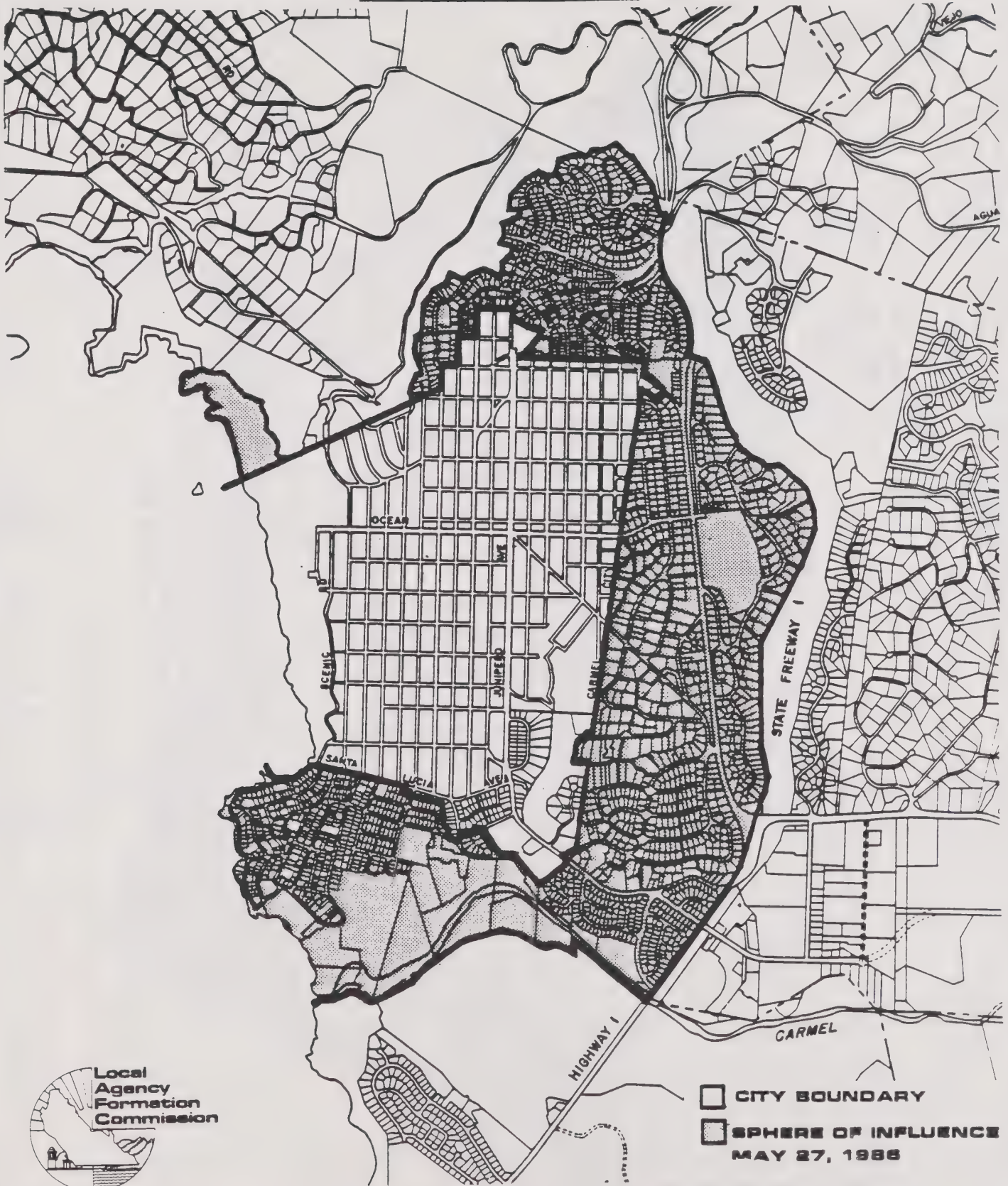
Source:  
Department of Community Planning  
and Building, 1990

CARMEL  
by the Sea

Public and Quasi-Public Uses



FIGURE 1.4



CARMEL  
by the Sea

Sphere of Influence  
and Urban Service Boundaries

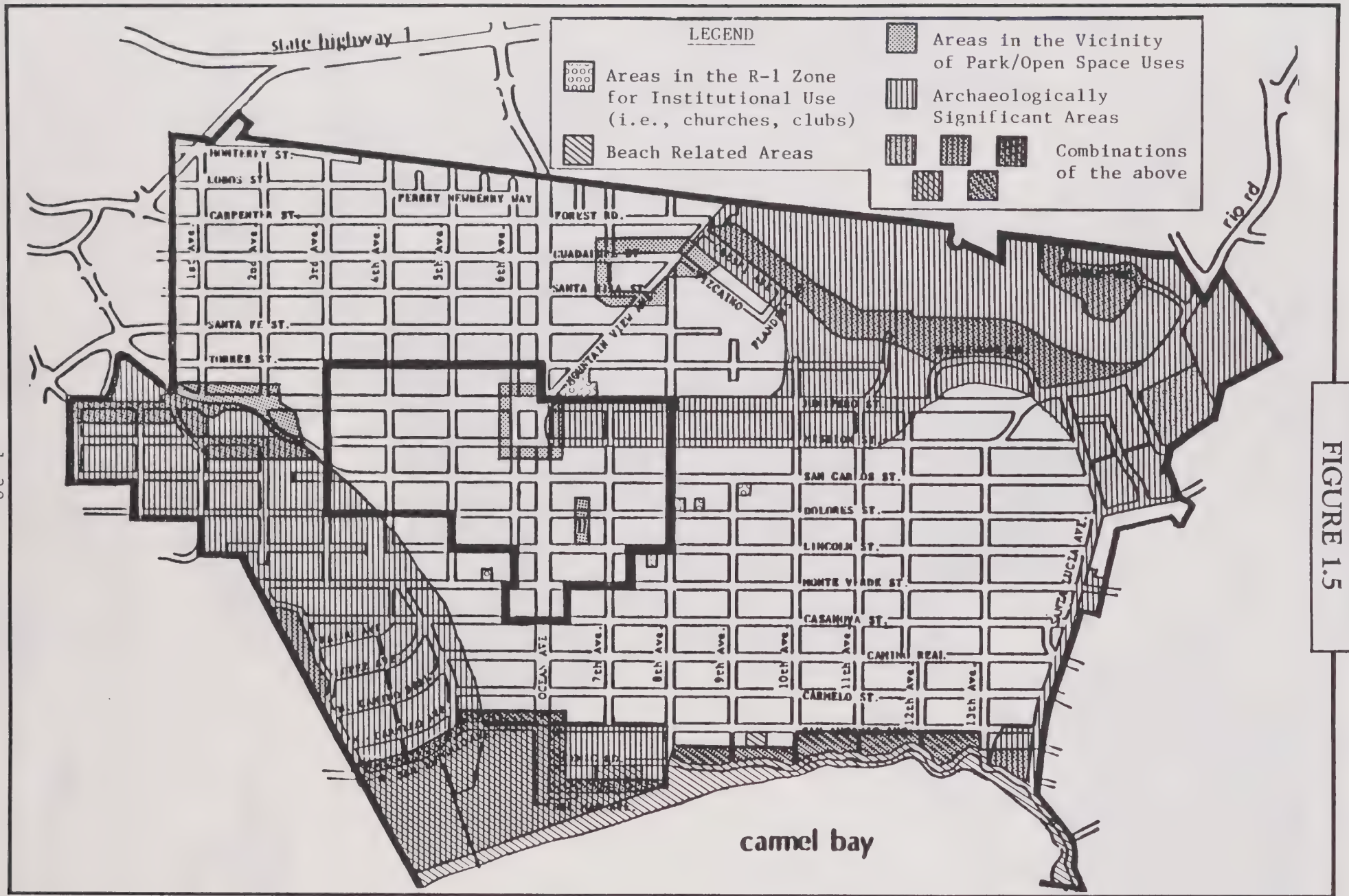


FIGURE 1.5



SCALE  
1" = 1000'



CARMEL  
by the Sea



Areas of Land Use Sensitivity

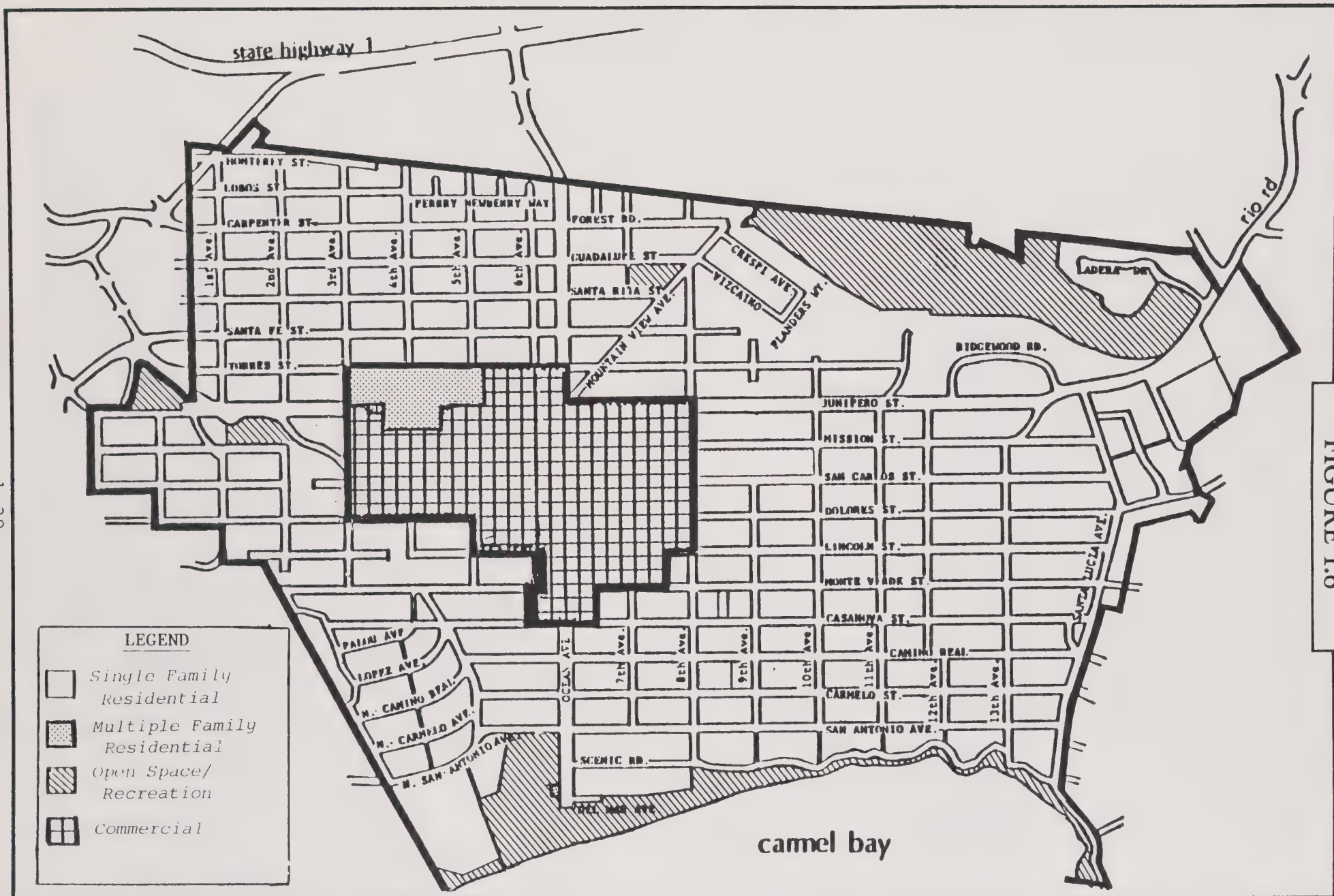


FIGURE 1.6



SCALE  
1" = 1000'



CARMEL  
by the Sea



Land Use Plan Map



2.  
Circulation  
Element





## Introduction and Purpose.

The overall purpose of the Circulation Element, as outlined by the State of California General Plan Guidelines is to:

- coordinate the transportation and circulation system with planned land uses;
- promote the efficient transport of goods and the safe and effective movement of all segments of the population;
- make efficient use of existing transportation facilities;
- protect environmental quality and promote the wise and equitable use of economic and natural resources.

As a developed community with a centralized commercial core surrounded by residential land uses, Carmel experiences many unique situations relating to traffic, circulation, parking and pedestrian safety. The Monterey Peninsula has served as a recreational area for many years. Large numbers of people are attracted annually to the golf courses, coastal setting, historical landmarks, restaurants, specialty shops, and cultural events that take place in the Carmel-Monterey area. It has been estimated that approximately 9.7 million visitors come to the Monterey Peninsula annually (AMBAG). Many of these visitors can be considered short-term or "day visitors"; they travel by auto from other areas to Carmel and the Monterey Peninsula for the day and often return to their point of origin in the same day. It is this phenomenon that places a burden on Carmel's circulation and parking facilities. This Element will describe historic and existing conditions and will offer specific policies that can give direction over the coming years to control traffic volume and reduce traffic congestion in Carmel.

## Issues of Local Significance.

This Element addresses the following issues of local significance.

- Traffic Congestion/Circulation Patterns. This entails:
  - Traffic congestion in the commercial district and its effect on the residential district,
  - Delivery trucks double parking,
  - Tour buses,
  - Resident access to the downtown,
  - Seasonal traffic patterns,
  - Peak hour congestion, and
  - Pedestrian safety and auto/pedestrian conflicts at many of the downtown intersections.
- Parking. Availability of parking for residents, employees and visitors, and the need for parking throughout the central business districts.
- Alternate Transportation. Availability of alternate transportation in Carmel, including transit, car, and van pool.
- Hatton Canyon Project. The Hatton Canyon Project has been planned by both Monterey County and the State of California (Cal Trans) since 1956 as a means of relieving traffic congestion along Highway One.

## Goals, Objectives and Policies.

G2-1. To provide and maintain a transportation system and facilities which will promote the orderly and safe transportation of people and goods and at the same time preserve the residential character and village atmosphere of Carmel.

O2-1 Limit the distribution, character and intensity of land uses which generate increased levels of traffic beyond the capacity of the existing street system.

P2-1 Encourage mixed use developments on City owned lots in the downtown area (e.g., parking and housing). (See also the Land Use Element.) (Also implements O2-4)

P2-2 Maintain the current street configurations and paving widths in the residential areas, in order to maintain safe speeds and preserve the residential character. (Also implements O2-4)

(See Also P2-12)

O2-2 Require that all new developments provide sufficient off-street parking facilities.

P2-3 Adopt and enforce off-street parking and loading regulations that incorporate realistic requirements based on the type of use as well as the amount of floor space and location of the property. Apply these requirements for all new development and for changes in use that will result in increased parking demand.

O2-3 Encourage and participate, when appropriate, in programs promoting alternative modes of transportation for employees working in Carmel.

P2-4 Provide incentives for car pooling, particularly employee car pooling, and designate some parking spaces to be used for car pools only.

P2-5 Encourage use of public transit by Carmel employees who reside outside the community. This could be accomplished through a joint effort of the City government, Carmel businesses and the Monterey-Salinas Transit through one of more of the following programs:

- A) Employer/City subsidized passes.
- B) Informational materials made available to all businesses.
- C) Ride sharing or car/van pooling coordination program.
- D) With financial assistance from employers (where feasible), explore sites located along Highway 1, at Carmel Rancho, or on County property for the purpose of providing satellite parking lots with shuttle bus service to the downtown commercial area for employees. These parking lots could be combined with the areas needed for tour bus parking.
- E) Encourage direct bus transportation between Pacific Grove and Carmel.

02-4 Recognize the traditional pedestrian circulation in the community and minimize the impact of motorized vehicles in Carmel.

P2-6 Continue the City policy of not developing residential streets to full width.

P2-7 Continue to restrict street signs and only permit those signs that are necessary and essential for public safety.

P2-8 Continue the principle of maintaining and encouraging median strips and landscaped areas within street rights of way.

P2-9 Discourage high volume through-traffic in the residential areas. (Also implements 02-5)

(See Also P2-1, P2-2, P2-19 and P2-21)

02-5      Preserve and enhance the qualities that contribute to the residential character of the community, including quiet neighborhoods, low levels of illumination, lack of nighttime activity, safe environment, pedestrian use of streets, and maintenance of property values by mitigating the adverse impacts of high volume through-traffic.

P2-10     Design and construct where appropriate, roadway improvements which eliminate the adverse impacts of high volume through-traffic. (Also implements 02-6)

P2-11     Review the traffic patterns on Scenic Road. (Also implements 02-6)

P2-12     Recognize that the impact of a large number of nonresident vehicles including tourist buses and resulting traffic patterns is not consistent with the residential character of Carmel and control and minimize this situation wherever legally possible. (Also implements 02-1)

(See Also P2-2, P2-9, P2-21, P2-24 and P2-26)

02-6      Establish and maintain a smooth flow of traffic within the City and support efforts to establish smooth traffic flows within the City's Sphere of Influence.

P2-13     Recognize that truck deliveries and double parking are a traffic circulation problem and evaluate legal methods for improving circulation patterns; evaluate establishing set delivery times and designating truck parking spaces as well as other methods; enforce the City's current policy which limits deliveries to one side of the street under certain conditions specified by law.

P2-14     Explore removal of some parking on one side of some narrow commercial street concurrent with the addition of new off-street parking and the creation of loading zones to improve traffic circulation.

P2-15     Establish traffic volume counting and monitoring procedures on an annual and seasonal basis for the purpose of establishing an accurate local data base.

(See Also P2-10 and P2-11)

02-7 Recognize that Carmel is a limited resource and limited in size, and that it is not practical to provide sufficient parking for the total demand; it is desirable, however, to remove parking off congested streets and provide, where practical alternate parking where it could be removed from public view and in a scale appropriate to Carmel.

P2-16 Benefit to and impact on residents of Carmel-by-the-Sea shall be the primary factors to be considered when evaluating and deciding upon development of off-street parking facilities.

P2-17 Investigate possible public parking locations in the commercial areas, in the R-4 area and existing sites devoted exclusively to parking in the R-1 district. (Note: See also policies under 01-1 in Land Use Element.)

P2-18 Review and consider changes to the in lieu parking regulations.

P2-19 Explore and define a residential parking permit system which would limit residential parking area to residents and their invitees. (Also implements 02-4)

P2-20 Investigate the possibilities of a commercial parking assessment district to finance parking facilities.

P2-21 Explore as a long term solution the provision and designation of a parking area outside of town for tour bus parking. (Also implements 02-4 and 02-5)

02-8 Maintain a sufficient supply of short term parking with frequent turn over of primary benefit to residents.

P2-22 Retain short-term parking spaces to serve short-term parking needs.

P2-23 Continue the City's strict enforcement of parking regulations.

02-9 Support efforts to reduce congestion on Highway One.

- P2-24 Support efforts of Monterey County and Cal Trans to reduce traffic congestion on Highway One between Carpenter Street and Rio Road. (Also implements 02-5)
- P2-25 Support efforts to improve and maintain quick and convenient access to community services located on Highway 68 and at the mouth of Carmel Valley.
- P2-26 Support Highway Improvement Project for Safe Route 1 (near Carmel) alternatives that direct traffic entering and leaving the City toward Ocean Avenue and Rio Road rather than Carpenter Street or Serra Avenue. (Also implements 02-5)
- P2-27 Monitor the volumes and environmental effects of traffic entering and leaving the City and mitigate adverse impacts of noise, congestion and unsafe traffic conditions wherever practical.
- P2-28 Support a Highway Improvement Project for State Route 1 (near Carmel) alternative which is designed to be aesthetically compatible with Carmel's natural setting with minimal environmental impact.
- P2-29 Explore opportunities with the State Department of Transportation and Monterey County for establishing a park and ride facility within the Hatton Canyon alignment right of way.
- P2-30 Support a Highway Improvement Project Alternative for widening the existing alignment of State Route 1 near Carmel.

HISTORICAL BACKGROUND. The first streets in Carmel were unpaved paths between scattered structures. For many years after incorporation in 1916 the streets of Carmel remained unpaved although streets were ultimately developed in accordance with the original City plat as proposed by S.J. Duckworth.

Early photographs of the village reveal Ocean Avenue as an unpaved road extending through what would become the center of the commercial area. At that time, there was little need for sophisticated management of a circulation system. Automobile, pedestrian and equestrian traffic was low in volume and generally meant to serve the residents and the few occasional and seasonal visitors. During those early years of the twentieth century, gradual growth was encouraged by local realtors and merchants, but in keeping with a truly village atmosphere; paved streets, gas and electric service and plumbing were nonexistent. The paving of streets was considered "destructive" (Orth, 1970).

Regional transportation accompanied settlement of the Monterey Peninsula and the Carmel Valley area. The original highways were wagon trails. In the 1920's, several years after Carmel's incorporation, the Monterey Highway (now State Highway 1) was constructed.

In 1931, Ocean Avenue was paved for the first time. Median parking was provided in the now planted median strip. During the late thirties and early forties, median parking was removed from Ocean Avenue and by 1968, diagonal parking along both sides of Ocean Avenue was replaced by parallel parking (Askew, Department of Public Works, 1981). This transition greatly altered the appearance of Ocean Avenue; its present paved condition is in sharp contrast to the original unpaved road bisecting the sparsely settled village.

The streets are narrow in width, 26 to 34 feet, with no gutters or sidewalks. This lack of formal development of streets throughout Carmel (with the exception of some of the downtown thoroughfares) has been a conscious effort on the part of residents to maintain a "village in a forest" atmosphere.

This desirable character of the community, however, coupled with increases in mobility, accessibility and leisure time over the years has contributed to visitor traffic in the village. This increased volume of visitor traffic has strained the capabilities of existing facilities in Carmel. Circulation Element goals, objectives and policies should acknowledge visitor traffic, the need for shoreline access, and the longstanding local circulation needs and interests.

TRAFFIC CONGESTION/CIRCULATION PATTERNS. The amount of vehicular traffic in the City of Carmel is sometimes inconsistent with the orderly transport of people and goods. In addition, traffic volumes in the village are somewhat variable, depending upon the season, day of the week, or even time of the day. In summer and on most weekends throughout the year large numbers of tourists and smaller numbers of employees cause traffic volumes to increase on the major thoroughfares, particularly along Ocean Avenue.

Summary Traffic Volumes. Table 2.1 presents traffic volumes on State Highway 1 in the Carmel area, from south of Rio Road to north of Carpenter Street. As indicated in Table 2.1, most of the congestion currently exists in the road segment from Carmel Valley Road to Carpenter Street. This volume of traffic has significant impacts on traffic in and through Carmel because this segment of State Highway 1 has the three major entrances (Rio Road, Ocean Avenue, and Carpenter Street) into the City, and is an indicator of much of the traffic that travels to and from the Carmel area. These gateways into Carmel and the San Antonio Street Pebble Beach gate are the principal roadway entrances that lead to central Carmel. The traffic volumes are representative of averages for the entire year, but are not representative of averages for a shorter period such as the summer season. In particular, for the peak month (August), traffic volumes on the entrance roads into Carmel increase by an amount similar to the increases on State Highway 1: 20 to 30%. In the central Carmel area, including the central business area, orderly patterns of traffic circulation are constrained by street parking, deliveries by trucks (double parking) and the conflict between pedestrians and auto traffic (particularly at Ocean Avenue and San Carlos Street). In addition, congestion on Ocean Avenue is partly due to motorists who make a scenic loop through Carmel by driving down Ocean Avenue to the beach, turning southbound onto Scenic Road and exiting either on Santa Lucia Avenue/Rio Road or on Carmelo Street/Santa Lucia Avenue/Rio Road back to Highway 1.

Downtown Circulation. As a result of externally generated traffic associated with visitors and tourists, many of the downtown streets and intersections in the commercial district carry traffic volumes that exceed their design capacity, especially during the peak season and peak hours of use in the downtown area. On an average day, over

65,000 vehicles travel in and out the four major entrances into Carmel, (See Table 2.2) most of them having destinations in the central six square block area of the downtown business district. This extremely heavy volume of traffic traveling into Carmel's small central business district was never anticipated many years ago. At certain times this traffic has grown beyond reasonable levels.

Visitor and Commercial Travel Patterns. Many studies have pointed out that there are two aspects to the congestion problem downtown. One is congestion caused by too many cars; the other is the conflict between motorists and pedestrians. High vehicular travel counts are closely related to high pedestrian counts. The intersection most directly affected by vehicular/pedestrian conflicts is the San Carlos Street/Ocean Avenue intersection. Often, cars must wait for several pedestrians to cross before proceeding. This situation is compounded by the fact that there are no traffic signals in Carmel and only a limited number of stop signs in the downtown area. It is noted that the lack of traffic controls has been a specific directed action over the years in Carmel in order to preserve the residential character; although additional stop signs have been added in some locations to improve safety.

In addition, the flow of auto traffic is often impeded by the presence of trucks double parking on downtown commercial streets. On some streets, including Dolores and San Carlos Streets, two-way traffic is channeled into a single lane, so traffic is very constrained by truck double parking. On Ocean Avenue, the problem of two-way traffic being channeled into a single lane is avoided due to the two lane roadway in each direction. The higher traffic volume on Ocean Avenue, however, does make double parked delivery trucks a problem there as elsewhere in the downtown area. The lack of alleys, the difficulty of restricting deliveries to early morning hours, and financial impracticality of adopting another system (e.g., a centralized depot outside the congested area ) have hindered efforts to mitigate the problem. This logistical problem, as well as the narrowness of other downtown commercial streets, has made serious consideration of converting Ocean Avenue into a pedestrian mall (as called for in the 1973 General Plan) an impractical alternative. The City should investigate measures to reduce traffic congestion and improve traffic flow through the central business district and adjoining areas. Measures investigated should include eliminating some curb parking to provide room for truck loading zones and replacement of this parking with new off-street facilities. The formation of a parking assessment district for the commercial districts should also be explored as a means of financing new parking facilities.

TABLE 2.1

TRAFFIC CHARACTERISTICS ON HIGHWAY 1 IN THE CARMEL AREA  
PAST, EXISTING AND FUTURE  
(AVERAGE ANNUAL DAILY TRAFFIC VOLUME - AADT)

	1988	1986				1990
ROAD SEGMENT	VOLUME	VOLUME	LOS*	AVER. SPEED	NO. OF LANES	(EST) VOLUME
South of Rio Road	1,360	9,900	D	35	2	10,494
Rio Road to Carmel Valley Road	18,580	16,500	E	30	2	17,114
Carmel Valley Road to Ocean Avenue	27,040	34,000	F	30	2-3	37,179
Ocean Avenue to Carpenter	31,030	38,000	E	30	4	41,435
Carpenter to State Route 68	42,200	51,000	E	30	4	36,962

\* Criteria for Level of Service (LOS)

LOS

- D Unstable Traffic Flow @ 35 mph
- E Unstable Traffic Flow @ 30 mph (@ capacity)
- F Forced Traffic Flow less than 30 mph.

Source: Carmel Valley Master Plan  
EIR (1981 & 1986)



CARMEL  
by the Sea



Traffic Characteristics on Highway 1  
in the Carmel Area: Past, Existing and  
Future (Average Annual Daily Traffic  
Volume—AADT)

Beach Traffic. During most of the year there is not enough vehicular traffic at the beach to cause severe congestion; but during the summer or on sunny weekends, there is noticeably serious congestion at the western terminus of Ocean Avenue at the top of the beach. During a July 4th weekend, there may be as many as 18,000 cars a day on Ocean Avenue below San Antonio Street. The segment of Ocean Avenue seaward of San Antonio Street has had the highest number of accidents, and the highest rate of accidents per traffic volume, of all mid block locations in Carmel. During peak periods the parking at the Ocean Avenue beach lot and along Scenic Road is inadequate, and causes an intrusion of beach parking into nearby residential neighborhoods. However, much of the time there is more than adequate parking along Scenic Road, even when parking areas in the commercial districts are congested. (See Final EIR on Phase II of Beach Restoration Project, p. 11.) It should be noted that Scenic Road, therefore, presents a different set of parking problems than do Carmel's commercial districts and inadequacies in one area do not reflect on the other. The visual qualities of a drive on Scenic Road encourage low speeds, and only Scenic Road's one-way status keeps traffic moving at all times.

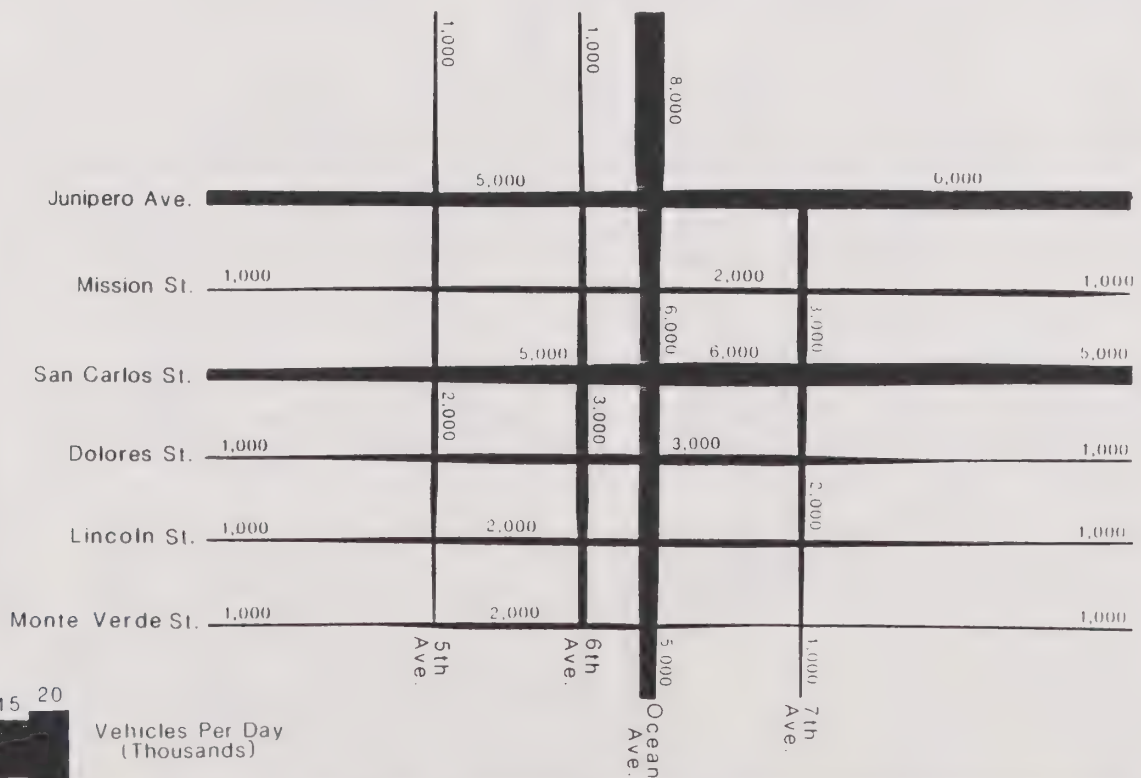
Tour Buses. Adding to the many pedestrians in the downtown area are the tour buses that bring in short term day visitors from outside the community. An August, 1986 study indicated that the number of tour buses varies considerably. On peak days fewer than 35 tour buses may come to Carmel. On other days, fewer than 20 tour buses have been observed. Figure 2.1 illustrates the tour bus and truck route through Carmel. The tour buses are directed in a large loop pattern through the community entering Carmel at Carpenter Street from Highway 1, traveling through Carmel to Carmel Plaza along Junipero Avenue where the visitors disembark for a short time in the commercial area. When the buses are to pick up the visitors assembled at the point of departure (Carmel Plaza), the tour buses must travel around this loop pattern north along Highway 1 and reenter at Carpenter Street and follow the same route as originally traveled.

This, in effect, doubles the tour bus traffic through Carmel (as well as doubling the incidents of the noise generated by them). Not all of the tour buses make a double loop through Carmel. Some buses wait at the point of arrival, in a small designated area at Carmel Plaza.

A second alternative for the City to consider is to designate space elsewhere for bus parking. This could reduce loop trips and thereby reduce the total number of bus trips through Carmel.

TABLE 2.2

AREA	STREET AND LOCATION	AVERAGE DAILY TRAFFIC VOLUME		
		1971	1974-76	1985-87
ENTRANCE ROADS INTO CARMEL	San Antonio (Pebble Beach Gate)	3,460	3,550	4,343
	Carpenter @ Valley Way	11,810	14,600	13,244
	Ocean Avenue, west of Carpenter	9,030	10,520	25,534
	Rio Road, west of Highway 1	7,380	9,610	22,018
CENTRAL CARMEL AREA	Junipero Ave - N. of Rio Road		3,210	6,000*
	Junipero Ave - Commercial Dist.		6,600	5,000*
	San Carlos - N. of 13th		4,010	6,699
	San Carlos - Commercial Dist.		5,400	4,734
	Mission Street- Commercial Dist.		2,400	1,306/ 2,000*
	Dolores Street - Commercial Dist.		3,600	1,955/ 3,000*
	Lincoln Street - Commercial Dist.		3,400	2,000*
	5th Avenue - Commercial Dist.		2,700	2,000*
	6th Avenue - Commercial Dist.		2,700	3,000*
	7th Avenue - Commercial Dist.		1,700	2,518
	8th Avenue - Commercial Dist.		2,500	2,766



Source: CALTRANS: Carmel  
Department of Community Planning  
and Building; \*Denise Duffy and  
Associates, 1986



CARMEL  
by the Sea



Traffic Volumes  
on Selected Streets in Carmel

Vehicular Pedestrian Conflicts/Safety. From 1974 to 1976, Carmel-by-the-Sea had the highest monthly number of injury and fatal traffic accidents of the 72 cities of similar size in the State of California. In this period, the City averaged 513 traffic accidents annually, of which one in ten involved an injury. Other than the high volume of traffic that entered the City each day, these accident statistics could be attributed to excessive speed, limited sight distances, and lack of positive right of way assignment at numerous intersections.

To reduce the number of accidents and injuries, the City applied for and received funds from the State of California Department of Transportation in 1977 for a Specialized Traffic Enforcement Program (STEP). The installation of 224 additional stop signs throughout the community in conjunction with increased enforcement activity was successful, and in 1979 and 1980, the City averaged 378 traffic accidents annually. Table 2.3 indicates the traffic accident record for the period 1974 to 1986.

Resident Access to Downtown. The downtown congestion created by nonlocal traffic has contributed to a situation whereby residents find it undesirable and difficult to travel downtown for shopping or personal service related activities. The lack of parking facilities for residents also poses a constraint to downtown use. In addition to the land use policies which will promote residentially oriented businesses, the City should also explore policies that will improve parking for residents.

PARKING. Community opinion has supported the concept of public parking. The majority of residents think that parking is a problem now, that will continue and they favor reducing the parking problem by providing more parking opportunities. A minority are opposed to any more parking because they think more parking will attract more visitors.

Community Opinion on Parking. Several questions regarding traffic, circulation, parking, and public transportation were included in the 1982 General Plan Questionnaire. The following responses were received:

- 70.6% (1,254) of the respondents have trouble parking in downtown Carmel; 23.8% (423) do not have trouble.

Tour buses are directed in a loop pattern entering and re-entering Carmel at Carpenter St. from Hwy. 1.

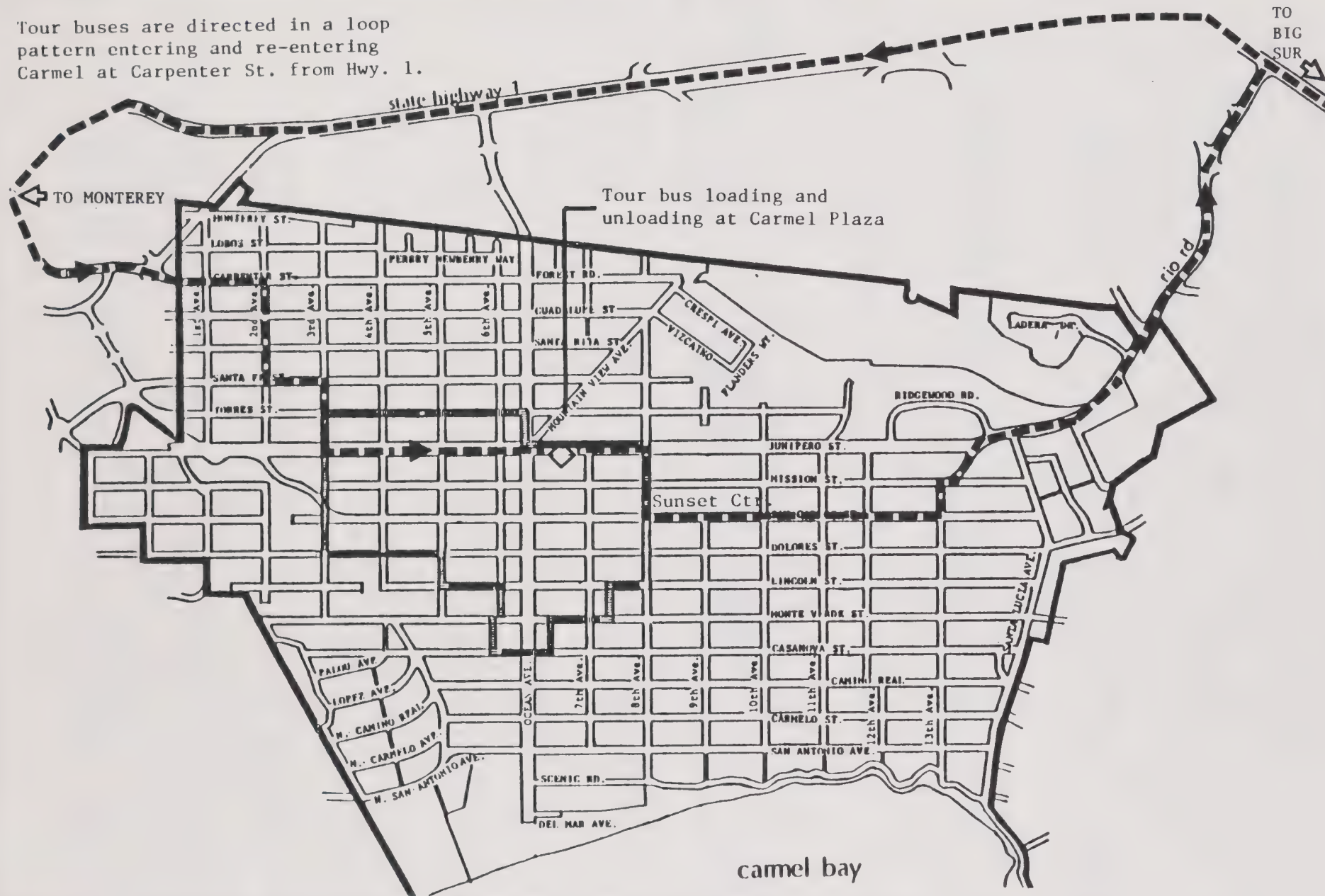


FIGURE 2.1



SCALE

1" = 1100'



CARMEL  
by the Sea



Tour Bus and Truck Route Through Carmel

TABLE 2.3

ACCIDENT	AVERAGE 1974-1979	1980	1983	1984	1985	1986
Collision without injury	466	316	157	241	256	242
Collision with injury	55	46	43	57	52	46

Source: City of Carmel Police  
Department, (1986)



CARMEL  
by • the • Sea



Traffic Accident Record for Carmel,  
1974 to 1986

- 50.4% (896) felt that both the City and the business community should finance parking in the business district; 22.1% (393) felt just business should pay; 18.5% (329) felt just City should pay.
- 60% (1,066) stated that neighborhood parking is not a problem; 36.9% (657) stated it was a problem.
- 71.1% (1,263) approved of a preferential parking program for residents within the residential area; 23.3% (414) did not approve.
- 68.7% (1,221) favored construction of a parking facility at the north end of the Sunset Community and Cultural Center; 24.9% (443) did not favor such facility.
- 51.4% (913) thought the City should acquire more property for public parking; 33.8% (602) were against this acquisition.

The influx of all day parkers caused by the daily commuting populations has caused problems on the fringe areas of the commercial district, and within the residential district. This problem is largely caused by the fact that the work force in the commercial district in the City does not reside within the City, and therefore, there is a daily commuting situation. This situation is compounded by the significant number of visitors who also visit Carmel for a day trip and also require parking.

It is not possible or desirable to supply the total demand for parking within the City of Carmel either in terms of expense or in terms of the impact that the provisions of large amounts of parking would have upon the flavor and appearance of the community. It is a known fact that the provision of parking tends to encourage and not discourage the use of the automobile. Therefore, the community must decide what level of parking is appropriate for Carmel. An overall parking strategy for Carmel should integrate other types of transportation (transit, carpools, pedestrian and bicycles, etc.) as preferable to the approach of just supplying more parking. In cases where provision of more parking is deemed appropriate, design and scale must be foremost considerations in order to preserve the character of Carmel.

Parking Supply Off Street. In 1964, the City Council established minimum parking requirements for new buildings in the 47 acre commercial district. Although existing buildings were exempted, new buildings were required to provide one off-street parking space for each 2,000 square feet of floor space. Hotels and motels were required to provide one space for each unit. In 1974, the requirements were doubled: one space for every 1,000 square feet.

Developers unable to provide the required parking may pay an in-lieu parking fee for each space they cannot provide. The money goes into the City's In-Lieu Parking Fund which is to be used only for the acquisition and development of off-street parking in or near the commercial district. Commercial requirements are directly responsible for approximately 250 new off-street parking spaces being developed over the last 15 years.

As property values have escalated, the required fee has been adjusted:

<u>Date Established</u>	<u>Fee</u>
August 8, 1972	\$ 4,500
June 5, 1973	\$ 6,500
April 6, 1976	\$ 8,000
October 3, 1977	\$ 13,750
September 30, 1980	\$ 18,936
June 4, 1985	\$ 20,865

Regulations for off-street parking requirements should be adopted and enforced to ensure that adequate off-street parking is provided for new commercial development, for second story apartments and for certain changes in use that generate significant new parking requirements. Where adequate on-site parking cannot be provided, off-site parking or adequate in-lieu parking fees should be required. The Planning Commission should identify suitable sites for off-street parking to be acquired and should prepare appropriate design guidelines for these sites. The City Council could then initiate action to obtain preliminary design drawings and estimated construction costs and could decide whether the project should be financed by in-lieu fees, creation of a parking district, or eliminated from consideration because of costs or other factors.

Parking Supply On Street. Over the past twenty-five years the City has increased time-limited and the absolute number of on-street parking spaces. The following reflects the historical trend in parking space in and around the commercial area:

## RESTRICTION

AREA	SUPPLY	10 Min.	20 Min.	1 Hour	2 Hour	NIL (1)	Other (2)
A. Core*	677	10	100	377	117	48	25
B. Fringe*	413	6	8	29	47	321	22
C. Outer/North	492	0	0	34	4	453	1
D. Outer/South	505	0	0	12	37	453	3
<b>TOTAL</b>	<b>2,087</b>	<b>16</b>	<b>108</b>	<b>452</b>	<b>205</b>	<b>1,275</b>	<b>31</b>

## USE (3)

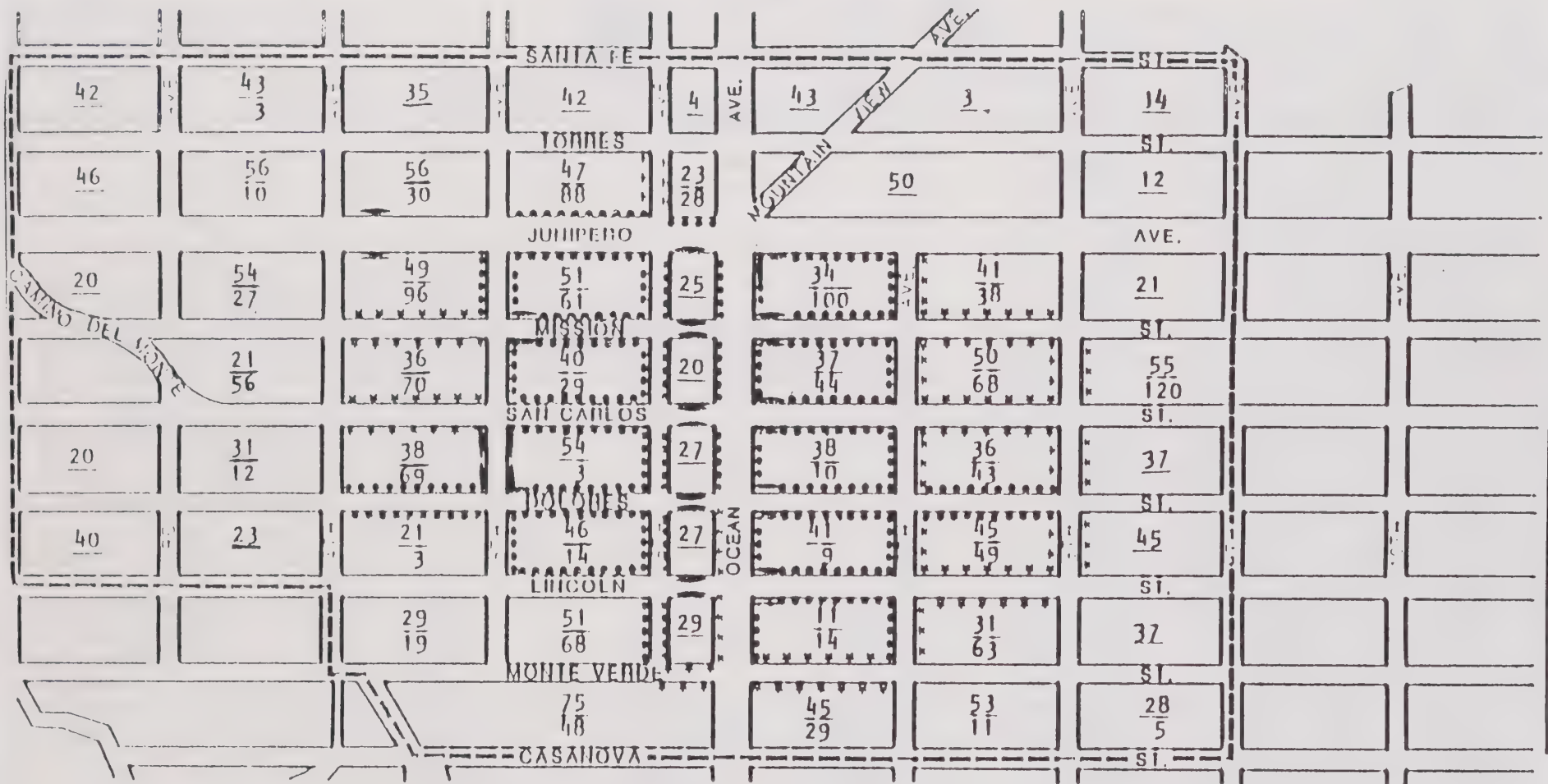
AREA	SUPPLY	Peak Occupancy(4) (Percent)	Average Turnover(5) (Cars/Space)	Average Duration(6) (Hours)	Peak Occupancy (Percent)	Average Turnover (Cars/Space)	Average Duration (Hours)
A. Core*	677	90	2.3	1.4	94	3.0	1.3
B. Fringe*	413	88	1.9	4.0	87	2.1	3.1
C. Outer/North	492	43	0.7	4.7	56	1.0	3.6
D. Outer/South	505	73	1.0	8.3	85	1.3	8.7
<b>TOTAL</b>	<b>2,087</b>						

\*=Located within Study Area.

- (1) NIL=No Time Limit.  
 (2) Includes loading zones, passenger loading zones and special spaces (e.g., handicapped, book drop (Library), Police Department).  
 (3) Surveys performed Tuesday, November 26, and Saturday, November 30, 1985.  
 (4) Ratio of spaces occupied to supply 11:00 AM until 12:00 Noon.  
 (5) Number of times each space was used during survey period.  
 (6) Average length of stay per parked vehicle.

TABLE 2.4





Wilbur Smith and Associates

FIGURE 2.2



CARMEL  
by the Sea



Parking Supply and Restrictions

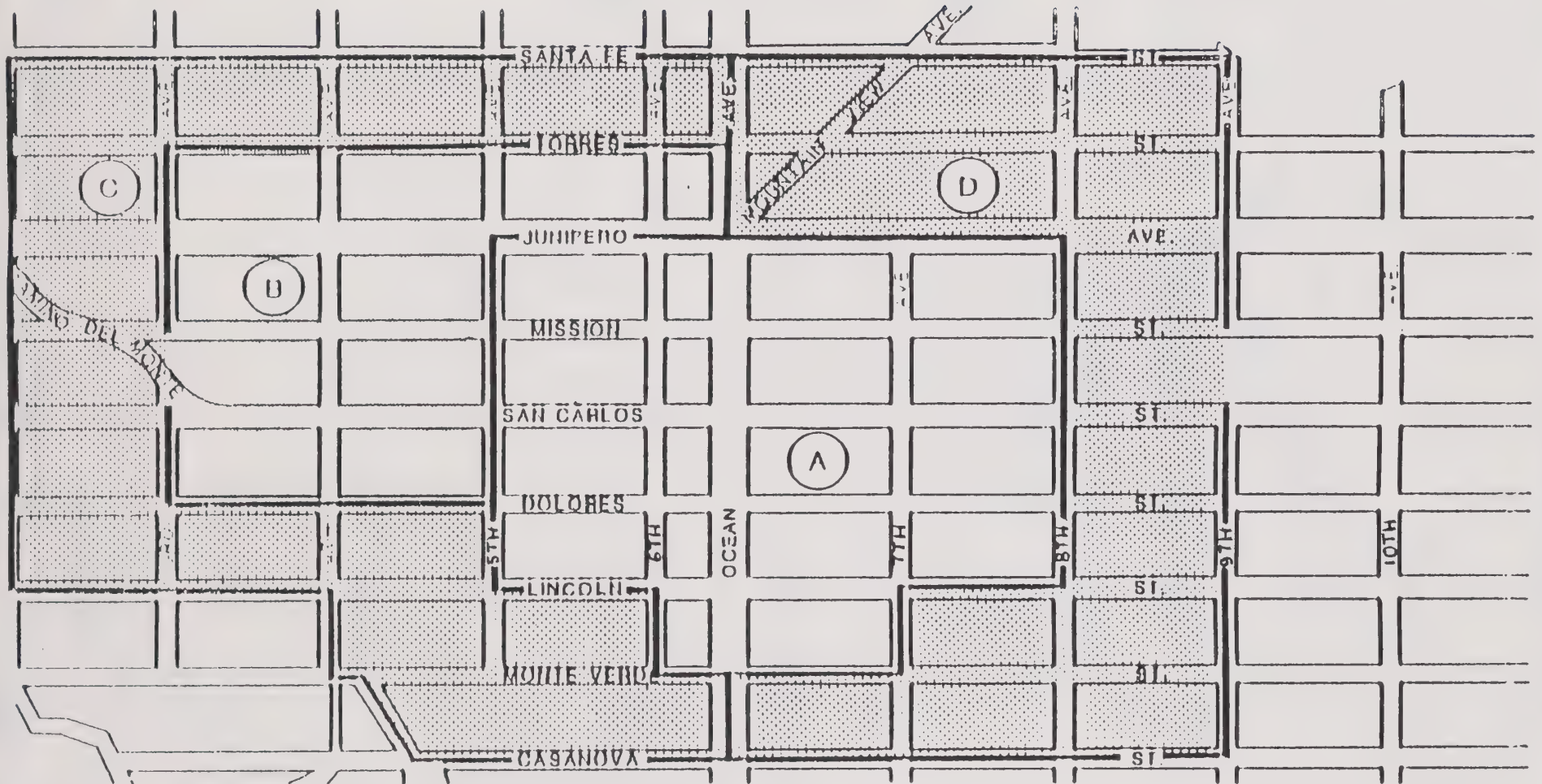


FIGURE 2.2a

*Hilbur Smith and Associates*



CARMEL  
by the Sea



Parking Analysis Areas

FIGURE 2.3



SCALE  
1" = 1000'



# CARMEL by • the • Sea



### Areas of Parking Intrusion Into the Residential District

TABLE 2.5

INFRACTION*	PARKING	1981	1982	1983	1984	1985	1986
Pedestrian Conflict	On Sidewalk	148	118	78	98	97	
	In Crosswalk	176	171	133	218	224	
Safety Hazard	Near Hydrant	70	88	183	87	126	
	Double Parking	307	276	1076	254	215	
Loading Conflict	Loading Zone	1614	1099	1254	1169	761	
Parking in Restricted Areas	In Driveway	518	460	362	408	204	
	In Red Zone	1587	1598	500	765	622	
	In No Parking Zone	778	767	600	713	821	
Total Parking	Overtime Faulty**	35474	27253	29881	39956	40498	
		9324	5569	6392	8908	5351	
TOTAL VIOLATIONS		49995	35410	40519	52576	48919	43867
ANNUAL % CHANGE			-29%	+14%	+30%	-7%	-10%

\* INFRACTION refers to parking violations cited by the Carmel Police Department

\*\* Miscellaneous category that includes parking over lines, obstructing lines, etc.

<u>Total Designated Spaces</u>			<u>Time Limited Spaces</u>	
<u>Year</u>	<u>Number</u>	<u>% Change</u>	<u>Number</u>	<u>% Change</u>
1950	701	--	333	--
1962	792	+12%	416	+25%
1974	1116	+40%	798	+92%
1985	1090	- 3%	812	+ 2%

In 1985, a study of on-street parking was conducted by Denise Duffy and Associates. The study's survey of on-street parking supply and use is summarized in Table 2.4. The study found that a total of 1,090 on-street parking spaces exist in the commercial area and another 997 spaces are used on a daily basis for commercial district activities.

Demand for street parking is fairly constant throughout the day and is greatest on Saturday from 11:00 A.M. to 3:00 P.M. Occupancy of parking spaces in the core of the commercial area is consistently over 90% and is 88% in other areas of the commercial district. Parking demand from visitors results in a peak demand beyond that required of the local population.

Parking Intrusion Into the Residential District. Two factors contribute to heavy use of the residential area surrounding the commercial district for parking by nonresidents. First is the minimal number of long-term parking spaces within the commercial district itself, which forces the all day parker into surrounding areas. Second, the consistent use of short-term spaces within the commercial district by all-day employee parkers perpetuates the practice of visitors being forced to park in the commercial periphery. Figure 2.3 indicates the extent of this intrusion as estimated on both weekdays and weekends. The boundaries shown are nearly identical to an earlier study done in 1976 and show the persistence of this problem over time.

A different residential intrusion problem, at different times, results from limited beach parking facilities, and is similarly shown in figure 2.3. When the City's Local Coastal Land Use Plan was written, there were 124 parking spaces in the beach parking area at the foot of Ocean Avenue. The exact number of Scenic Road spaces varied at that time because the on-street parking stalls were not marked. It was estimated that there were 160 parking spaces on Scenic Road between Ocean Avenue and the south City limit.

As part of the Beach Restoration Phase I Project, 146 parking stalls were marked on Scenic Road between Eighth Avenue and the south City limit. Marking the stalls brought order to the haphazard fashion in which Scenic Road visitors parked. A field survey conducted for the Beach Restoration Phase II Project EIR revealed 37 parking spaces on Scenic Road between Ocean and Eighth Avenues and 146 marked stalls from Eighth Avenue south. Total parking now available on Scenic Road is therefore 183 spaces. It was estimated in the LUP that construction of a pedestrian walkway along Scenic Road between Eighth Avenue and the south City limits would result in a loss of approximately 30 parking spaces. The Phase II Restoration Project has been redesigned in order to bring the loss of spaces into conformity with that earlier estimated number. On days of heavy beach use, large numbers of vehicles park up hill from Scenic Road in residential areas. At other times, even when the commercial district is crowded, there are ample parking spaces available along Scenic Road.

Table 2.5 presents an illustration of the types and numbers of parking citations issued over the past few years, indicating the increasing demand for parking in the downtown area. It should also be noted however, that there has been an increase in parking citations issued over the years due to increased enforcement activity by the City.

PUBLIC TRANSIT AND ALTERNATE MODES OF TRANSPORTATION IN CARMEL. The 1982 General Plan Questionnaire asked several questions about public transit with the following responses:

- 53.6% (952) of the respondents opposed additional public transportation within Carmel; 39.6% (705) favored additional public transportation.
- 72.1% (1,282) believed public transportation services to and from Carmel are adequate; 18.2% (325) did not believe these services were adequate.
- 63.7% (1,131) do not use public transportation services; 23.1% (411) use public transportation a few times a month; 5.9% (105) use them one to four times a week; 4.4% (79) use them five or more times a week. It should be noted that respondents to the questionnaire are Carmel residents, who have answered the questions from the perspective of travel patterns of a resident. Many persons who use public transit may also be employees in Carmel and they may not be residents. Therefore, an evaluation of the need for more public transit must evaluate both resident serving and employee commute patterns.

The Monterey-Salinas Transit provides public transit service to Carmel. Two routes serve Carmel, Carmel Valley and Monterey all year while a third serves Monterey, Carmel, and Big Sur only from June to September. This bus service provides transportation for segments of the population which do not have the use of a private automobile. The use of public transportation for those employed in Carmel helps to reduce the long-term employee parking requirements in the downtown area.

A concerted effort by employers to accommodate alternate modes of transportation for Carmel employees should be pursued in the future to reduce overall traffic, when appropriate. Informational programs sponsored by Monterey-Salinas Transit could prove valuable in coordinating employee efforts to increase transit ridership while utilization of car and van pooling would also reduce employee dependence on single-occupant autos.

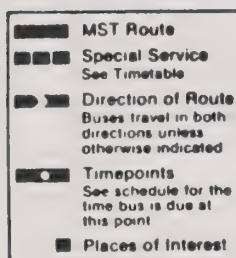
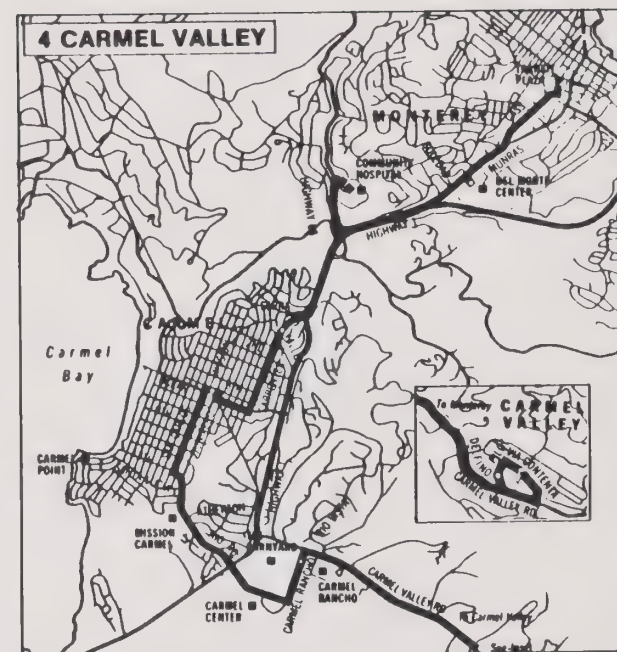
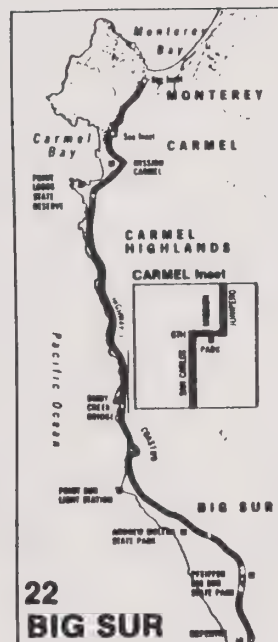
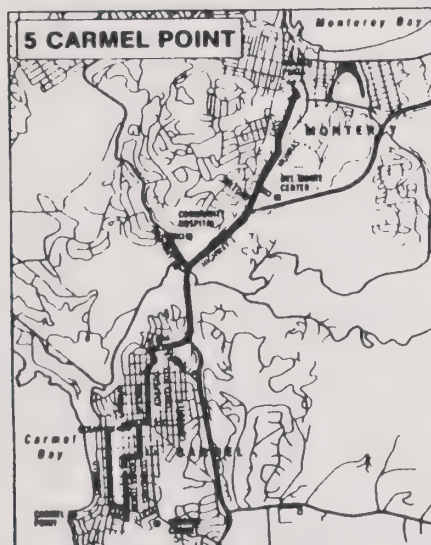


FIGURE 2.4



SCALE  
NO SCALE



CARMEL  
by • the • Sea



## Monterey-Salinas Transit Routes Serving Carmel



3.

Housing  
Element





## Introduction and Purpose.

Since 1969 State law has required a Housing Element as a mandatory element of the General Plan. In this period of time, the role of municipal government in local housing markets has changed considerably resulting in various revisions in Housing Element legislation. The latest interpretation of the Housing Element requirements, AB 2853 (1980), states that

"the housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduling programs for the preservation, improvement and development of housing".

The Housing Element has been prepared based on information in the 1980 Census, the Association of Monterey Bay Area Governments (AMBAG) Housing Needs Report, December 1983, and the revised Housing Fair Share Allocation prepared by AMBAG in December 1987. The Element also responds to the community General Plan Questionnaire of August 1982 (Appendix A).

## Issues of Local Significance.

The overriding issue expressed throughout all public meetings on the General Plan was to maintain the predominantly residential character of Carmel. Other locally significant housing issues affecting Carmel include the following:

- Transient Versus Permanent Housing. The character of a community is largely molded and governed by the nature of its residents. The presence of impermanent and transient residents, when they represent a large percentage of the total daily population, tends to diminish the sense of neighborhoods and community which a more permanent population engenders. The sense of Carmel as a community has been damaged, during the past quarter century and more, by the increasingly disproportionate numbers of visitors in relation to the number of permanent residents, whether such permanent residents be owners, lessees, or renters who consider Carmel their home. One of the purposes of this Housing Element, and indeed of the entire General Plan, is to encourage a reversal of that trend. This can be achieved by providing incentives to commercial and to private interests to reestablish Carmel as a community of residents and a residential community, instead of becoming more and more a visitor oriented commercial enterprise.

- Low and Moderate Income and Elderly Housing Needs. Providing affordable housing for residents who have low, moderate or fixed incomes is a community objective. In particular, meeting the housing needs of the elderly is important because this is the group that is generally most directly affected by changes in the housing market.

- Subordinate Units. The role of subordinate units in providing housing is an important issue. These units involve the conversion of rooms or spaces within an existing structure to accommodate additional residents or the conversion of a separate guest house structure for the purpose of providing living quarters, usually at a reduced rent. The number of such units that is appropriate and the standards applicable to the units are issues in Carmel's Housing Element.

- Expansion of Housing Opportunities. Several constraints exist that affect the supply of housing. Some of these constraints are a result of governmental action or nonaction. Measures for increasing housing supply should carefully consider the effect on maintenance of existing housing stock, another issue of local significance.

- Maintenance of the Character of the Existing Housing Stock. This issue involves the community's desire to maintain both the character of the residential neighborhood and the supply of the existing housing stock, which is primarily of older construction.

## Goals, Objectives and Policies.

G3-1. To protect and maintain the existing housing stock for residents; to encourage the modification of transient residential stock into permanent residential stock; to increase, based on the needs of residents, the housing supply; to provide safe and affordable housing for all social and economic segments of the community while maintaining the unique village character of the City.

O3-1 Increase the housing supply for all residents of Carmel-by-the-Sea.

P3-1 Ensure the provision of housing opportunities to all persons regardless of income, age, race, ethnic background, religion, sex, family composition, or disability. (Also implements O3-2)

P3-2 Ensure that utilities and services are available to support existing and future residential uses. (Also implements O3-5)

P3-3 Reserve sufficient water supply and wastewater disposal capacity based on allocations from the Monterey Peninsula Water Management District and the Carmel Sanitary District to meet existing and future residential uses including those housing units required for persons with low or moderate income. (Also implements O3-5)

(See also P3-8 and P3-18)

O3-2 Expand and preserve housing opportunities for residents with low and moderate income with special emphasis on providing adequate and affordable housing for Carmel's elderly residents.

P3-4 Establish ordinance provisions permitting a limited number of subordinate units incorporating the following provisions:

- a) allow all presently existing subordinate units when brought to safe and sanitary standards;
- b) allow additional subordinate units above the maximum established under hardship conditions;
- c) provide an annual review of approved subordinate units;
- d) following a stipulated grace period abate all non-conforming units.

- P3-5 Provide assistance to non-profit housing developers in acquiring sites and developing innovative, affordable housing particularly for persons with low and moderate income.
- P3-6 Provide incentives to developers of market rate housing who offer to build rental housing affordable to persons with low and moderate income. (Also implements 03-5)
- P3-7 Give priority to proposals for housing for persons with low and moderate income over competing housing proposals when reviewing the disposition and potential uses of surplus public lands. (Also implements 03-5)
- P3-8 Continue use of Room Renting Permits as a means of providing increased moderate income housing. (Also implements 03-1)
- P3-9 Evaluate the continuing impacts of land use policies and other policies on the ability of people with low and moderate incomes to live in Carmel. (Also implements 03-5)
- P3-10 Encourage new residential development, including housing opportunities for persons of low and moderate income while maintaining Carmel's tradition of buildings of compatible size, scale, and character. (Also implements 03-3.)

(See also P3-1)

### 03-3 Preserve the existing housing supply and character.

- P3-11 Promote decent, safe, and sanitary housing and maintain and enhance existing residential neighborhoods through the provision of adequate community facilities and services.
- P3-12 Preserve existing permanent housing and maintain the vital residential character of Carmel-by-the-Sea. Prohibit expansion of visitor oriented commercial uses such as transient rentals. (Related policies are included in the Land Use Element.)

- P3-13 Establish a housing conservation program.
- P3-14 Encourage the use of local public and private funding to assist in the rehabilitation of existing permanent housing.
- P3-15 When appropriate, cooperate with and support efforts of the public and non-profit organizations facilitating the provision of assisted housing and rehabilitation loans; providing relocation assistance; and promoting funding for and directing resources toward assistance to special needs groups (handicapped, elderly, female headed households, etc.)
- P3-16 Prohibit the conversion of all uses or structures to visitor lodgings or stock cooperatives.  
(GP Amendment 89-02)
- P3-17 Preserve existing permanent housing and maintain the vital residential character of Carmel-by-the-Sea; prohibit conversion of residential use to commercial use including transient lodging and require proposals for demolition of residential units in the commercial zones to be reviewed by the Planning Commission. (GP Amendment 89-01)
- P3-18 Encourage the conversion of commercial transient housing to housing for permanent residents. (Also implements 03-1)
- (See also P3-10)

03-4 Continue to monitor the City's progress in achieving the goals of this Element.

- P3-19 Within a three-year time from adoption of this Housing Element, review the City's progress in meeting housing needs.
- P3-20 Review and update this Housing Element periodically in order to account for changes in the housing market and housing needs to accommodate the latest information available through the U.S. Census.
- P3-21 Allow new condominiums in the SC, RC and R-4 Land use Districts under the following conditions:  
(GP Amendment 89-02)
1. On building sites no greater than 4,000 square feet or on larger parcels when there is an equal mix of condominiums and rental units;  
and

2. When designed to provide a mix of unit sizes;  
and
3. When providing adequate parking, open space  
and landscaping. (Also implements 03-1).

03-5 Support efforts to remove constraints on the provision  
of additional housing.

(See also P3-2, P3-3, P3-6, P3-7, P3-9)

## Supporting Information.

### POPULATION CHARACTERISTICS

Growth Trends. Carmel's population has remained relatively stable over the past decade. The four percent increase in population from 1970 to 1980 is well below the statewide 18.55% increase during the same decade. Since 1980 Carmel's rate of growth has increased and by 1990, the Association of Monterey Bay Area Government (AMBAG) forecasts a 9.6% increase in population.

Table 3.1 indicates the historical growth of the community over the past twenty-six years, the male-female breakdown, median age and the growth forecast made by AMBAG.

TABLE 3.1

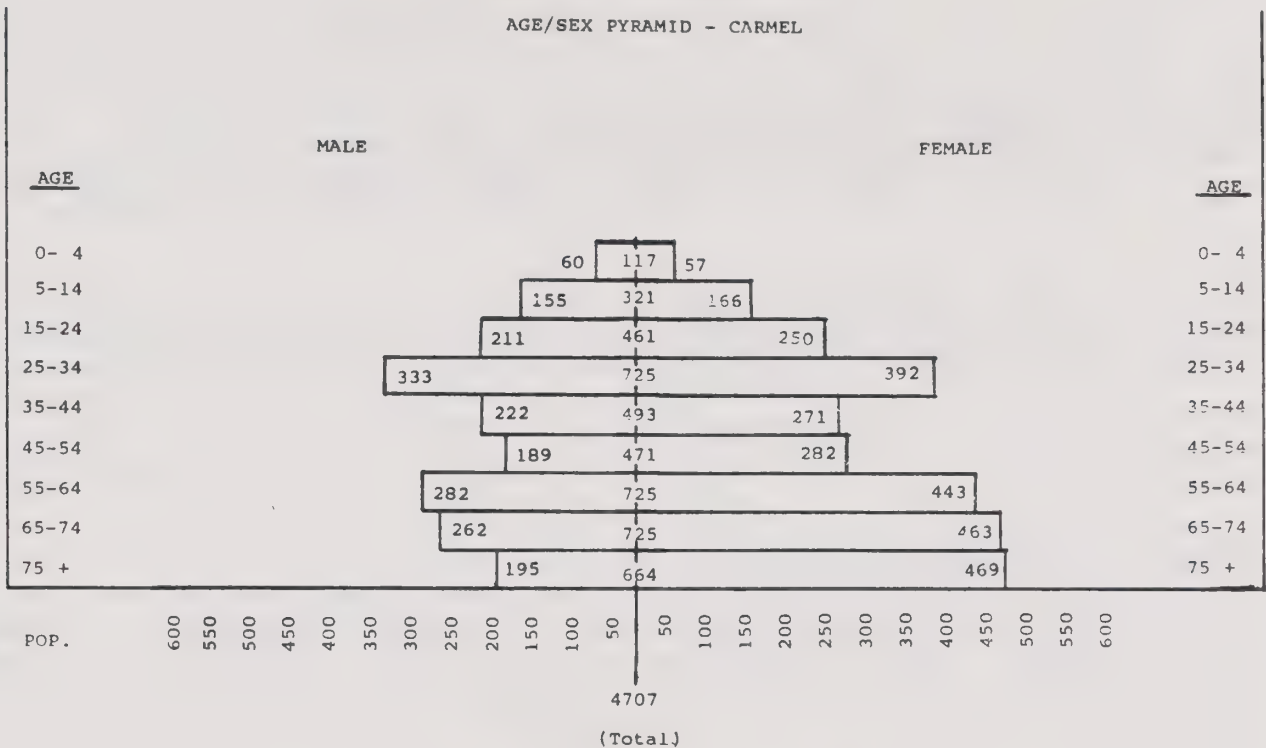
	1960	1970	1976 <sup>a</sup>	1980	1986 <sup>b</sup>	1990 <sup>c</sup>
TOTAL POPULATION	4580	4525	4756	4707	4941	5160
MALE	-	1781	1942	1915	-	-
FEMALE	-	2744	2814	2792	-	-
MEDIAN AGE	-	51.9	49.0	50.0	-	-

- a) Special mid-decade census conducted by Monterey County
- b) California State Department of Finance
- c) AMBAG population forecast



# TABLE 3.2

AGE/SEX PYRAMID - CARMEL



Source: U.S. Census; Carmel Planning Department (1988)



Age/Sex Distribution

Age of Population. Table 3.2 illustrates that in the 1980 census, a large share of Carmel's population (45%) was over 55 years of age. This compares to the statewide average of 19.48%. Those persons in the general age of retirement, over 65, are also a large proportion of the population, 29.62%. The City has a lower than average proportion of school age children; children under 18 years of age comprise only 13.3% of the population in 1980. The large proportion of older, retired persons and the relatively few families with children have distinct implications for housing needs.

Ethnic Population. The proportion of ethnic minorities in Carmel-by-the Sea is relatively small. The largest ethnic representation is hispanic, 2.3% of the population in 1980. All ethnic minorities comprise only five percent of the population.

HOUSEHOLD CHARACTERISTICS. Section 65583(2) of the Government Code states that the Housing Element must contain an analysis of household characteristics. A household is any group of people living together in a residence. An understanding of household characteristics including size, income and overcrowding, can pinpoint special needs for housing.

Size and Number of Households. In 1980, the City had 2,538 households. AMBAG forecasts that this number will increase to 2,701 by 1990. During the twenty years preceding 1980, average household size decreased from 2.0 persons in 1960 to 1.85 in 1980. This trend is expected to reverse. The State Department of Finance estimates household size as 1.89 in 1986 and AMBAG projections are for 1.91 in 1990. In part this change is a result of additional families and an increase in shared housing. It is also reflected in a trend in new housing construction and remodeling toward larger size housing units.

TABLE 3.3

	1960	1970	1980	1986 (A)	1990 (B)
HOUSEHOLDS	2242	2263	2538	2602	2701
POPULATION	4580	4525	4707	4941	5160
AVERAGE SIZE OF HOUSEHOLD	2.04	1.99	1.85	1.89	1.91

(a) California State Department of Finance  
(b) AMBAG Forecasts



General Household Characteristics. As evidenced by the relatively low household size, many Carmel residents live alone. The number of housing units with only one person was 1,156 or 44% of the total number of units. Many of the single individuals are elderly and female. In 1980, 53% of the households included at least one resident 65 years of age or older. Female headed households account for approximately 46% of total households.

Large households with five or more individuals comprise only 2.5% of the number of households. The Census Bureau defines overcrowding as those housing units occupied by over one person per room. In Carmel-by-the-Sea, only 1% of the units are overcrowded under this definition.

Special Needs. There are population groups within our society that are at a disadvantage in obtaining housing. With the exception of elderly persons and female headed households, few of these special needs groups live in Carmel. Only 3.3% of Carmel residents consider themselves handicapped, although the elderly citizen may require some special handicapped provisions. Less than one percent of the Carmel population represent farm workers, another group with special needs. Persons without homes are also evident within the community.

Many of Carmel's residents are elderly, on fixed incomes and increasingly unable to meet Carmel's rising housing costs. The special needs of these residents include close proximity to available retail goods and personal services, transportation, and personal safety and security. In addition, it is noted that homeowners who are elderly tend to own their houses outright.

Income. Table 3.4 indicates the information contained in the 1980 Census based on 1979 figures for income distribution in Carmel-by-the-Sea. Income includes wages, salaries, pensions, social security cash benefits, investment income and other forms of money income received by a household. Only non-cash items (e.g., Medicare, other medical insurance benefits, etc.) are excluded from these figures. This table also shows a comparison of income distribution levels for Carmel in 1980, and indicates the actual percentage of households in the "very low" and "other low" income categories. The figure of 41.3% compares with 39.1% for Monterey County as a whole. The table also indicates that Carmel has about the same proportion of persons with low income as the county as a whole. There are mitigating factors such as the lower average household size of 1.85 in Carmel against 2.85 in the county and the age distribution showing that almost 30% of the Carmel population was 65 or older, with another 15% between 50 and 65. With children already educated and most other expenses, aside from health care, considerably reduced, older persons in one or two member households may be more comfortable than the bare statistics suggest. Many older, long-term residents live in mortgage-free homes with substantial equity at today's market prices.

TABLE 3.4

INCOME RANGE	NUMBER OF HOUSEHOLDS	% OF TOTAL HOUSEHOLDS	% OF TOTAL CUMULATIVE
0 - 4999	283	11.15	11.15 %
5000 - 7499	240	9.46	20.61 %
7500 - 9999	185	7.29	27.90 %
10000 - 14999	361	14.22	42.12 %
15000 - 19999	283	11.15	53.27 %
20000 - 24999	328	12.92	66.19 %
25000 - 34999	377	14.85	81.05 %
35000 - 49999	202	7.96	89.01 %
50000 +	279	10.99	100.00 %
TOTAL	2538		

## COMPARISON OF INCOME DISTRIBUTION LEVELS FOR CARMEL 1980

	ACTUAL 1980	
CATEGORY (A)	NUMBER	PERCENT
VERY LOW	686	26.8
OTHER LOW	372	14.5
Subtotal	1058	41.3
MODERATE	430	16.8
ABOVE MODERATE	1072	41.9
TOTAL HOUSEHOLDS	2560	100.0

(A) VERY LOW	0 to 50% of Monterey County median income level of \$17,661 (0 to \$8831).
OTHER LOW	50 to 80% of the median income level (\$8832 to \$14,129)
MODERATE	80 to 120% the median income level (\$14,130 to \$21,193).
ABOVE MODERATE	Above 120% of the median income level (\$21,194 or more)

## HOUSING MARKET CHARACTERISTICS

Housing Supply. Carmel's year round housing supply, as provided in the 1980 U.S. Census, was 3,124 dwelling units. On a regional basis, this is approximately seven percent of the Monterey Peninsula's and three percent of Monterey County's housing stock. Of those 3,124 dwelling units, two facilities are considered specialized housing or "group quarters" (Carmel Mission and Carmel Inn for Seniors).

Single family dwellings represent the predominant type of housing in Carmel. In 1980, single family dwellings accounted for 90% or 2,816 units, while multifamily units accounted for the remaining 10% or 308 units.

While multifamily dwelling units account for only 10% of Carmel's housing, the 1980 Census indicates that 47% of the total number of dwelling units are renter occupied and 53% are owner occupied. Many of Carmel's single family dwelling units are renter occupied. Of the 564 housing units vacant at the time of the 1980 Census, at least 437 were "second homes" or transient rentals belonging to nonresidents or absentee owners (primarily vacation or planned retirement housing). At least 14% of Carmel's housing stock is not permanently occupied. This compares to a county average vacancy rate of only 5.8%. In spite of Carmel's high vacancy rate, housing costs tend to be high because many of the vacant homes are not on the market or available for rental occupancy.

Construction of new housing units in Carmel has decreased over the past decade while the number of units undergoing remodeling and construction of additions has increased and remained at a high level over the past few years. Table 3.6 indicates the trends in residential construction in Carmel based on the number of permits issued by the City. As Carmel's housing stock continues to age and available land for residential development decreases, remodeling/renovation can be expected to continue.

Vacancy Rates. The Association of Monterey Bay Area Governments (AMBAG) considers an overall five percent vacancy rate of dwelling units to be a level which allows freedom of choice and mobility in the housing market, taking into account such market conditions as in and out resident migration, vacant for sale and vacant for rent units, and new construction. Excluding the number of "second homes" or transient rentals (437), Carmel, in 1980, had a vacancy rate of 4.1% indicating limited housing availability.

Subordinate Units. A subordinate unit is a secondary living unit on the premises of a single family residential building site. Many of these units in Carmel are very basic; they are converted garages, sheds, workshops or guest houses that have bathroom facilities and sinks. Many units contain a hot plate for cooking while others are more elaborate and contain full kitchen facilities.

A visual survey of the single family neighborhood was conducted by the City in the spring of 1985. At that time 368 subordinate units were counted both within main structures and as detached units. Eighty two of these units are authorized by the zoning code as a guest house, rooming house unit or apartment. Some of the remaining units may predate 1929, while others may have been annexed from unincorporated areas and are legal non-conforming units. The majority of the remaining 284 units were not created with City approval, and since 1929 have not been authorized by the City's zoning code.

Rentals. There are a large number of second homes in Carmel and seasonal vacationers have a significant impact on Carmel's housing market. Many of these single family second homes are used as transient rentals when not occupied by owners. Others are used almost full time as a motel unit.

Second homes and investment rentals leased on a transient basis may reduce the amount of available housing stock in Carmel for full-time residents. Transient motel-type use of these homes can disturb the quality of life in residential neighborhoods.

In addition to these second homes, Carmel has over 900 legal hotel and motel units. These units remain an important part of Carmel's economy by providing an estimated 22% of Carmel's operating budget. (LCP, 1981)

Housing Condition. Much of Carmel's housing stock can generally be considered older but well maintained. Of the 3,124 units of year round housing stock, 1181 units were constructed prior to 1939 (1980 U.S. Census). The individualistic architectural styles have given Carmel its special character, a unique living experience and an attractive visual experience. It is a village in a forest; homes built on smaller lots with emphasis on the natural environment. Many of the homes that occupy Carmel's tree lined streets were constructed in the first half of this century but are well maintained, enhancing the feeling of an established residential community.

TABLE 3.5

## CITY HOUSING AGE

## YEAR STRUCTURE BUILT (YEAR ROUND UNITS)

	Total	Total Occupied	Renter Occupied
1979 - March 1980	46	40	15
1975 - 1976	81	48	27
1970 - 1974	96	91	35
1960 - 1969	427	323	135
1950 - 1959	654	523	220
1940 - 1949	639	528	293
1939 - Earlier	1181	1007	467

Source: U.S. Census, 1980

CARMEL  
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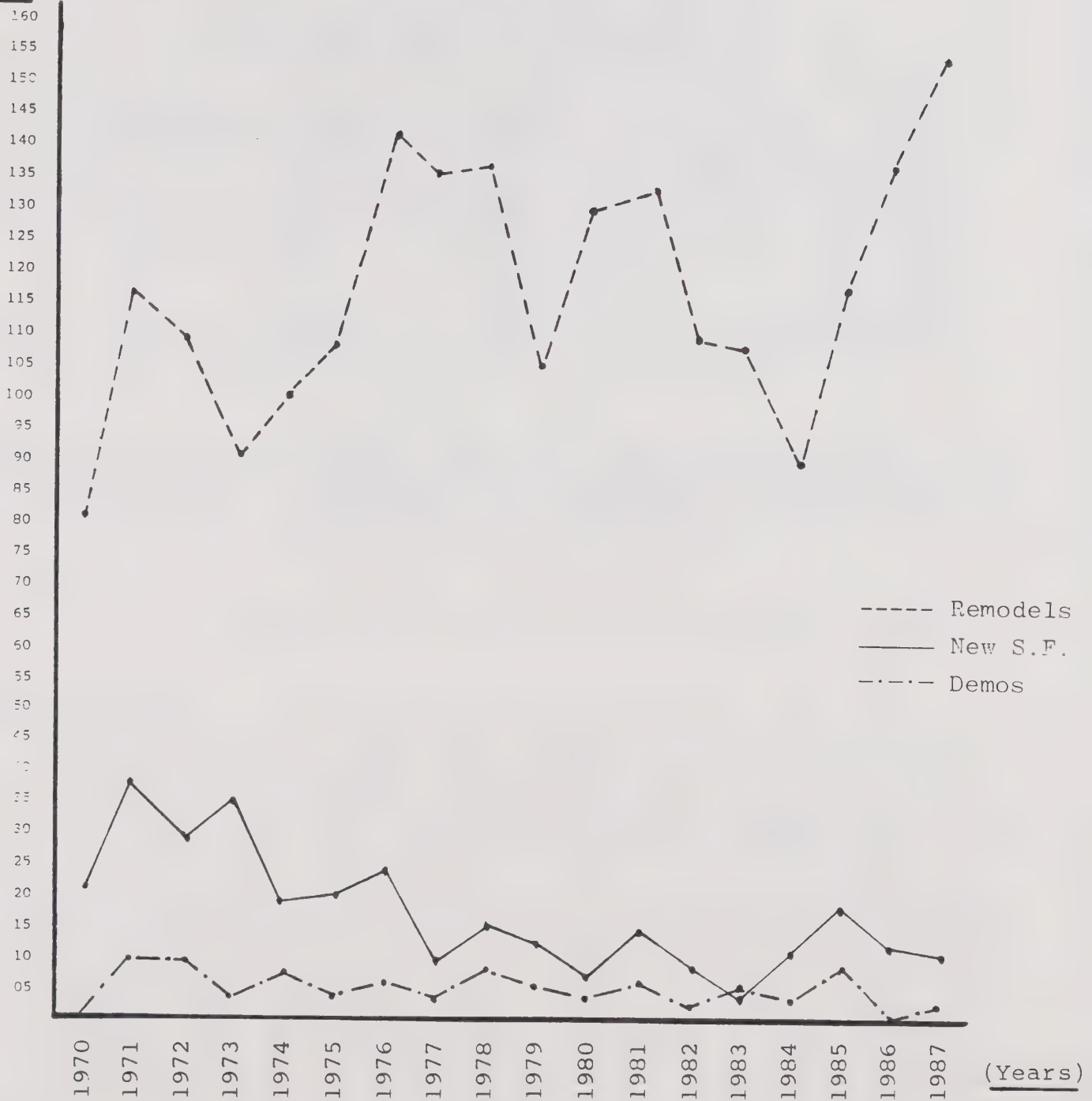
City Housing Age

The well maintained condition of the housing stock is reflected in the level of remodeling and construction of housing additions. Table 3.6 provides a seventeen year history of remodeling activity. During this time, an average of 118 permits a year were issued for remodeling and additions.

There are housing units in the community that are considered substandard, primarily because of the time in which they were built. Many units were built as vacation homes and do not include all the amenities of a full time living unit. Some units that were constructed prior to the time of modern construction practices reflect such conditions as single wall construction, lack of foundation, lack of insulation or inadequate heating systems. No comprehensive survey has been conducted on the number of units that may be considered substandard. The best opinion comes from the City's Building Official who estimates that as many as 10% of the housing stock have these conditions.

TABLE 3.6

(Number of  
Units)



Source: City of Carmel Community  
Planning and Building Department,  
Annual Reports, (1970-1987)

CARMEL  
by the Sea

Trends in Residential Construction,  
Renovation, Demolition

Cost of Housing. The ability of households to pay for their housing is generally determined by income and the cost of housing. In Carmel, with a large retirement population, many individuals live on a relatively low fixed income but also have low housing costs because of home ownership and tenure within the community. For those others who are just entering the housing market or who rent, the cost of housing is high. Table 3.7 identifies the percentage of rent and mortgage as a proportion of income in 1980. Of those reporting, 4% paid more than 35% of their income for rent. For homeowners, 66% paid less than 19% for mortgage.

TABLE 3.7

COST OF HOUSING  
HOUSEHOLD INCOME BY GROSS RENT  
AS PERCENT OF INCOME

RENT AS % OF INCOME:	\$0 \$4,999	\$5,000- \$9,999	\$10,000- \$14,999	\$15,000- \$19,000	\$20,000+	TOTAL
0-19%	0	0	13	41	174	228 (21%)
20-24%	0	17	6	43	120	186 (17%)
25-34%	9	39	40	61	66	215 (20%)
35%+	127	163	97	46	13	446 (42%)

TOTAL REPORTED

1075

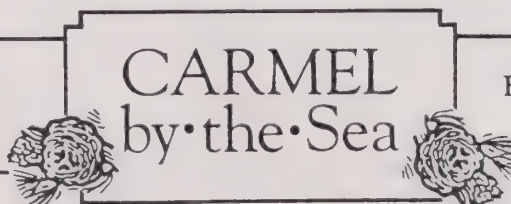
HOUSEHOLD INCOME BY MORTGAGE  
COST AS % OF INCOME

OWNER COSTS AS % OF INCOME	\$0 - \$4,999	\$5,000- \$9,999	\$10,000- \$14,999	\$15,000- \$19,000	\$20,000+	TOTAL
0-19%	23	58	124	41	563	809 (66%)
20-24%	6	8	20	0	47	81 ( 6%)
25-34%	11	28	12	12	61	205 (17%)
35%+	36	35	25	6	25	127 (10%)

TOTAL REPORTED

1222

Source: U.S. Census



Household Income by Gross Rent as  
Percentage of Income

Housing costs and average rents have been calculated by Old California Title Company based on newspaper ads, real estate reports and information supplied by property management firms. From June 1985 through June 1986, the median price of a home sale in Carmel was \$245,000. This compares to a median price in Monterey County of \$183,000 and \$159,000 in California.

The average monthly rent for housing was as follows:

One bedroom	\$ 800
Two bedroom	\$ 1,188
Three bedroom	\$ 1,314
Four bedroom	\$ 1,895

Apartments and second units are approximately \$50-\$75 less. (Source: Bill Cordoza, Old California Title Company, 1987)

# TABLE 3.8

## COMPARATIVE MONTHLY HOUSING COSTS

### % PAYING MORE THAN 25% OF INCOME (1980)

	OWNERS	RENTERS
CARMEL-BY- THE-SEA	27.00%	62.00%
WESTERN U.S.	29.12%	55.84%

### COMPARATIVE MEDIAN HOME VALUES (1987)

CARMEL-BY- THE-SEA	\$ 244,000
MONTEREY COUNTY	\$ 183,000
CALIFORNIA	\$ 159,000

### HISTORICAL MEDIAN HOME VALUES

1960	1970	1980
\$23,300	\$34,500	\$155,900

### WHO OVERPAYS FOR HOUSING (MORE THAN 25% OF INCOME)

#### RENTERS

100%	92%	88%	54%	21%
0-4,999	5,000-9,999	10,000-14,999	15,000-19,999	20,000+

#### HOMEOWNERS

61%	50%	20%	31%	12%
0-4,999	5,000-9,999	10,000-14,999	15,000-19,999	20,000+



HOUSING CONSTRAINTS. In planning for the provisions of housing, constraints to housing development should be recognized. Many of these constraints cannot be overcome by local government, particularly those related to the regional and national economy, but others should be addressed.

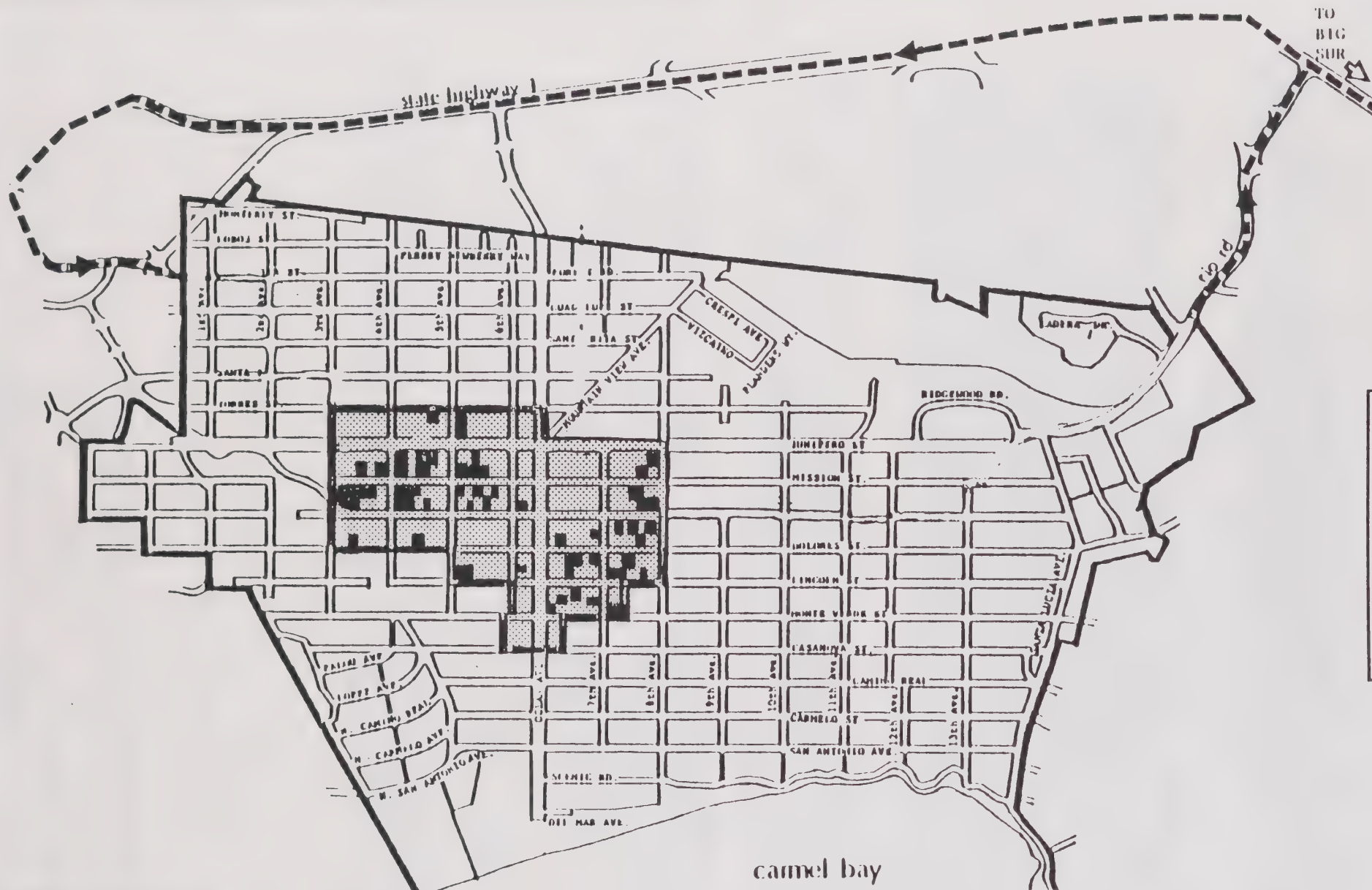
Market Constraints. Demand for residentially zoned and developable land in Carmel is relatively high, but the available supply is extremely limited. The forces of supply and demand have contributed to a 352% rise in median housing costs in the decade from 1970 and 1980 (Table 3.8). The median selling price of a house in Carmel as of April 1980 was calculated at \$156,000 and \$245,000 in 1986. Land costs are extremely high. The cost of a vacant, standard 4,000 square foot lot varies from \$120,000 to \$500,000, depending on the location. Under conventional mortgage guidelines, few working people can afford these costs; therefore, Carmel's home buyers tend to be older people who have adequate funds from previous investments (e.g., homeowner equity) seeking the unique residential character and atmosphere for which Carmel is noted.

Conventional financing is generally available to all areas of Carmel. The only time when financing is a constraint to home purchase is when a structure lacks a foundation. Lending institutions also require that a corrective and sometimes recommended pest control inspection be conducted as a condition of financing.

Site improvements such as grading, provision of utilities, streets and construction are relatively moderate. Public utilities are available to all areas within the community and with the exception of a very few locations, street access is already constructed. No sidewalks, landscaping, underground utilities or off site improvements are required for home construction. The City encourages development in harmony with the land and preservation of existing trees.

Rental costs have also increased, but not as drastically as home purchasing costs. Rents increased an average of 38% between 1976 and 1980, with median contract rent in 1980 at \$354 per month.

Land Use Inventory. As previously mentioned, the limited availability of residentially zoned land affects the price of housing. Figure 3.1 identifies the single family, multiple family and commercial land use areas within the community.



- Single family residential
- Multiple family residential in the commercial district

FIGURE 3.1



SCALE

1" = 1100'



CARMEL  
by • the • Sea



Residential Land Use Map

This figure also shows the location of existing multiple family units. The amount of acreage area within each land area is as follows:

Single Family Residential	344.85 acres
Multiple Family Residential	5.81 acres
Commercial	39.69 acres

The single family residential district was originally subdivided in predominately 4,000 square foot lots at a density of 11 dwelling units per acre. The multiple family and commercial areas allow residential units up to 33 units per acre or 44 units with a density bonus for affordable housing. In each of these districts, some housing has been developed to higher density than allowed by current zoning.

Development Potential. Table 3.9 identifies the existing and development potential under existing zoning. Additional residences could be constructed in the Single Family Residential District (R-1) on vacant parcels and on building sites created from splitting an existing parcel. Approximately 600 new single family residences could be created based on original legal lots of record. The splitting of multiple lot building sites in one ownership represents a potential for additional development in the R-1 District. The City estimates 205 new single family dwellings in the next thirty-five years from vacant lots and lot splits.

The R-4 Multiple Family District also has significant development potential. Approximately 40% of this six acre district is vacant or undeveloped. Under existing zoning, private development of non-public lands in this area could result in an additional 94 dwelling units. Additional apartments could be constructed in the commercial district. Approximately 30% of the commercial district area contain single story structures which could be partially redeveloped with second story apartments. At this time, this would represent about 540 additional dwelling units. (Department of Community Planning and Building, 1986). (GP Amendment 90-01)

Water Availability. A major constraint to the development of additional housing is the availability of water. The City obtains water from the California-American Water Company which relies on a fixed supply of local water. Water is regulated by the Monterey Peninsula Water District which allocates water to the six cities and unincorporated areas of the Monterey Peninsula. If an agency's water use exceeds the amount of water allocated to it by the Water District, the District can impose sanctions or moratoria on future development within the agency's jurisdiction.

In the past, the City has exceeded its allocation of water provided by the Water District. In response, the City adopted its own Water Management Plan. This plan gives priority to vacant lots of record over all other land uses. If the City exceeds 95% of its allocation, development that increases the amount of water use, except for vacant lots, is prohibited.

In January 1988, an additional 100 acre feet of water was provided to the City. This addition increased the City's allocation to 1130.9 acre feet, and reduced the City's consumption to 89% as of 1988. If all this additional water were used by the City for residential development, 400 additional units could be served.

GOVERNMENTAL CONSTRAINTS. The City's zoning and land use regulations affect the use, supply, size and type of housing units. The majority of the City is zoned single family residential on 4,000 square foot lots. This means that of the City's 3,124 housing units, 2,532 or 81% of the total housing stock is detached, single family residential. The zoning code also establishes the amount of residential floor area that can be developed on a single family lot. In addition to the market conditions, these regulations encourage the remodeling and demolition of the older, smaller housing stock to create larger homes. Many of the older homes, because of their size and condition are a source of the more affordable housing within the community.

Subordinate units are currently not allowed. Even with that zoning constraint, because of the market demand, numbers of such units have been created. The legalization of subordinate units would provide for additional smaller, more affordable units.

The City has made efforts to encourage multiple family housing units. The R-4 Land Use District was created in 1978 for the purpose of establishing an area for apartments and attached housing. In addition, apartments are allowed in all three commercial districts at a base density of 33 units per acre. Currently, except for the Residential-Limited Commercial District, office and service uses are also allowed on the second floor of commercial structures.

Transient use of residences reduces the supply of full time housing units. The inability of the City to effectively regulate and enforce against transient use is another governmental constraint to the supply of housing.

TABLE 3.9

## DEVELOPMENT POTENTIAL - RESIDENTIAL UNITS

SINGLE FAMILY RESIDENCES

	<u>1986 Existing</u>	<u>Potential</u>	<u>Total Build-Out</u>
Existing:	2,589	-	2,589
Vacant Parcels:	111	111	111
Potential New Parcels Split from Multiple Lot Parcels:	-	94	94
Sub-Total	2,589	205	2,794
Total Potential Parcels Based on Original Subdivisions (Lots of Record)	-	663	3,252

MULTI-FAMILY RESIDENCES  
(APARTMENTS AND CONDOMINIUMS)

	<u>Existing</u>	<u>Potential</u>	<u>Total Build-Out</u>
Commercial Districts:	369	540	909
R-4:	46	94	140
Other:	200	-	-
TOTALS	615	634	1,049
Total Potential Based on Acreage @ 44 Units/Acre			1,956

Source: City Council Resolution  
86-80; Department of Community  
Planning and Building, 1987.



CARMEL  
by the Sea



Development Potential—Residential  
Units

TABLE 3.10

## WATER CONSUMPTION BY CATEGORY

PERIOD	LAND USE CATEGORY			TOTALS	
	Residential	Commercial	Public/Other	Acre Ft.	% Of Allocation
1978	52.5%	38.1%	1.3%	738.40	66.6%
1979	53.3%	35.9%	1.2%	914.00	82.4%
1980	51.3%	35.0%	1.6%	1,036.80	93.5%
1981	60.0%	38.1%	1.8%	970.78	94.2%
1982	58.0%	40.7%	1.3%	923.50	89.6%
1983	57.0%	41.6%	1.5%	921.60	89.4%
1983-1984	57.0%	41.7%	1.3%	1,017.60	98.7%
1984-1985	60.7%	37.7%	1.6%	1,008.80	97.9%
1985-1986	53.9%	37.2%	1.4%	1,034.60	100.4%
1986-1987	62.5%	36.3%	1.2%	1,010.40	98.0%

NOTE: Dates prior to 1982: The City's allocation was 1,109 acre feet and included non-metered uses. For these years, therefore, the sum of land use category percentages will not equal 100%. Starting in 1982, the allocation was 1,030.8 acre feet and only metered uses were measured. In January 1988, the City's allocation was raised to 1130.94 acre feet.

Source: California American Water Company, 1987



CARMEL  
by the Sea



Water Consumption by Category

TABLE 3.11

## POPULATION, HOUSEHOLD AND HOUSING UNIT PROJECTIONS

	1980	1986(a)	1990	2000	NET INCREASE
Population	4707	4941	5160	5740	1033 (22%)
Households	2538	2617	2701	2893	355 (14%)
Housing Units	3124	3204	3265	3425	301 (9.6%)

(a) State Department of Finance, 1986.

Source: AMBAG, 1987



CARMEL  
by the Sea



Population, Household and  
Housing Unit Projections

### HOUSING NEEDS

Total Need. The Association of Monterey Bay Area Governments (AMBAG) has estimated the future housing need for Carmel-by-the-Sea. From 1980 to 2000 AMBAG projects 141 additional housing units will be needed. The State Department of Finance estimates that in 1986 Carmel had a total of 3204 housing units, 80 more than in 1980. This represents a 2.56% increase in housing stock. If this trend continues, Carmel can achieve the 1990 projection for housing units without additional measures.

Affordable Housing Needs - Fair Share. In 1988, AMBAG is in the process of revising the Housing Fair Share Allocation for each jurisdiction in the region. The fair share goal is based on existing and anticipated need. Existing need is calculated as the difference between the percentage of lower income households in the City in 1980 and the percentage throughout the subregional market area. Carmel is part of the Monterey Peninsula/Coast Housing Market area that includes the Monterey Peninsula, Carmel Valley and the Monterey County coastal area south of Carmel. Anticipated need is housing need which did not exist in 1980, but can be expected from the population forecasts. In order to meet the anticipated need, each jurisdiction's percentage for each income category should match the percentages in the market area.

Affordable housing does not refer to housing just for persons with low and moderate income alone. Housing for all income groups within the City must be provided. Table 3.12 illustrates AMBAG's 1988 Fair Share Housing Goals.

TABLE 3.12

## FAIR SHARE HOUSING GOALS

Very Low Income Households	Low Income Households	Moderate Income Households	Above Moderate Income Households
----------------------------------	--------------------------	----------------------------------	--

CARMEL-BY-THE-SEA

1980 Actual: 632 (24.69%) 389(15.2%) 321(12.54%) 1,196(46.72 )

Goal:

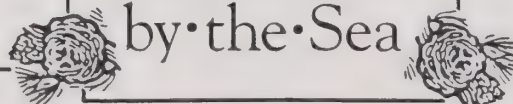
1990	637	433	449	1,196
2000	643	484	600	1,196

SPHERE OF INFLUENCE

1980 Actual: 285(16.1%) 257(14.5%) 199(11.24%) 1,028(58.5%)

Goal:

1990	427	331	385	1,028
2000	465	350	434	1,028



Fair Share Housing Goals

The goals establish that the greatest need will be in the area of housing for persons with low and moderate income. Within the existing city limits only an additional eleven (11) housing units for persons of very low income are necessary to meet the City's goal for the year 2000 and a decrease of thirty (30) units for households with above moderate income is identified.

Adequate Sites Analysis. Table 3.6 identifies the trend in single family construction. This trend shows that since 1980, the City has constructed a net average of 7 to 10 new units per year. In addition since 1980, the City has seen 46 multiple family units constructed. Table 3.9 identifies that there are 111 vacant single family parcels, fully serviced and not part of an existing building site available for development. In addition, the R-4 and commercial land use districts have potential for 634 additional units, also currently served by utilities. These sites would more than adequately provide area for the 301 additional housing units projected for the year 2000 (Table 3.11).

In order to achieve the goals for affordable housing, new multifamily units should provide for persons with low or moderate income. For this reason, the number of new condominium units should be limited and all new apartments and condominium projects should include a mix of unit sizes including smaller units. (GP Amendment 89-02)

HOUSING PROGRAMS. Based on the identified housing need, the City proposes four programs for the future:

Program 1. Expand housing opportunities through changes in governmental regulation. The goal of this program is to provide additional housing opportunities to persons of moderate income by reducing the general constraints to housing supply. This program is intended to be implemented through three measures:

1. Continue to explore all possible means for expanding the City's supply of water. By continuing to have an adequate supply of water, both vacant lots of record and lots of record that are currently part of multiple lot building parcels, can be developed. In the past when water was scarce, only vacant lots of record could be developed.
2. Continue to maintain the City's 4,000 square foot average lot size for single family residences. This measure will ensure that housing is of a moderate, more affordable size.
3. Active enforcement of the illegal use of residential units for transient or commercial purposes has not been a high priority of the City in the past. In addition to deteriorating the quality of the residential neighborhoods, the use of residences for motel purposes increases the value of property and rental rates, and reduces the number of residences available for full time housing. More active enforcement against illegal commercial motel use will be pursued.

Program 2. Adopt an ordinance amending the R-1 Land Use District regulations that would allow subordinate units. The effect of such an ordinance would be to maintain an existing source of housing and provide additional small size units under certain conditions.

Responses to the 1982 Questionnaire indicated that 71.5% (1,270) of the respondents supported allowing such units in the Single Family Residential District. The conditions for legalizing existing units should be strict enough to encourage as close to 100% compliance as possible. The 1986 General Plan Review Committee suggested a process whereby an amnesty period would be established during which existing units could apply for legalization. No fee would be charged and the subordinate unit would be inspected to ensure the unit complied with basic health and safety standards. The Committee specifically rejected any form of rent control or parking requirements. Once a subordinate unit had been legalized, it should be transferable with the property.

After the amnesty period, applications for new units would be accepted. A maximum number of allowed subordinate units should be established. This number should strike a balance between trying to supply housing needs and shielding the character of the residential district from becoming heavily duplex in nature. The Planning Commission should periodically review the maximum number of subordinate units allowed to evaluate their impact on the community and to determine if housing goals and objectives are being met.

The General Plan Review Committee of 1986 recognized an additional need for subordinate units in a category that may be termed "hardship." This involves infirm or handicapped people who find it necessary to live with a companion under conditions where separate self-contained facilities are important to both parties. It is recommended that there be no limit on the number of such hardship units to be authorized but each case must be approved by the Planning Commission.

The following criteria should be considered in preparing ordinance provisions and permit findings for the legalization of existing subordinate units.

1. That the number of such units on a lot be limited.
2. That the owner agree to appropriate and reasonable inspections.
3. That the neighborhood's single family residential appearance will not be unduly altered.
4. That the owner agrees to abide by the conditions.
5. That one unit of the property is maintained by the owner for his/her use without rent.

6. That standards for maximum and minimum floor area of living space are established.
7. That if new water fixtures are required, the unit will be retrofitted with low-use water fixtures.
8. That the property is served by a single meter for each utility.
9. That personal hardship such as age, handicap or infirmity is considered.

Program 3. Expand the housing opportunity for the special needs of the elderly. This program involves a number of specific measures:

1. Support the efforts of the Carmel Foundation in providing low cost housing for its members. The Carmel Foundation currently maintains 21 elderly household units in the Carmel commercial district ranging in price from \$123 to \$289. The Foundation has also leased 20,000 square feet of City owned property at the northwest corner of Dolores and Fifth. In the spring of 1988, plans have been approved by the City and Coastal Commission for the construction of 24 housing units in conjunction with a City operated underground garage. These units would be for the use of Carmel Foundation members and would rent comparable to the existing rental rates.
2. Other City owned land for which a particular land use has not been determined may provide sites for housing, exclusively or in combination with another public use. Policies of the Public Facilities and Services Element, call for the development of a Comprehensive Capital Improvement Program. Such a program should consider the City's housing needs that are not otherwise being met through the private market.

Program 4. Maintain the character and supply of existing housing stock. Objectives of increasing housing supply (Program 1) and maintenance of existing housing stock can be in conflict. It is the City's intent that both objectives have merit and that programs for each objective should be complimentary. Specific measures to implement this program are as follows:

1. Maintain the current City requirements for Planning Commission approval of conversion or demolition of residential units in the commercial and single family districts. Continue to require replacement housing for changes that would affect persons with low and moderate income.

2. In conjunction with the Architectural/Cultural/Historical Resources Element, survey and identify residences with a significant character. Through ordinance changes, allow such units to be reviewed under the Historic Building Code for any renovation or remodeling.
3. Establish a housing conservation program which includes the following elements: (a) strengthened enforcement of ordinances regulating deteriorated vacant housing units; (b) provision of technical assistance to homeowners, investor owners and renters interested in self help rehabilitation to reduce housing costs; and (c) provision of technical assistance on home maintenance.
4. Establish an inventory of existing housing units in all commercial districts to document the types of multifamily housing being provided and assist in the enforcement of provisions prohibiting the conversion of these units to nonresidential use.

All the programs identified are those that can be directly administered or are dependent on local resources. The City specifically does not wish to engage in any program involving State or Federal money and involvement. This approach is consistent with the independent, creative and unique approach to problems which have always been a part of the community character.

COASTAL ZONE REQUIREMENTS. Section 65590 of the Government Code requires that existing units occupied by persons with low and moderate income be protected in coastal communities and where conversion or demolition is permitted, that replacement housing for persons with low and moderate income be made available. The law further specifies that coastal jurisdictions document the number of housing units for persons with low and moderate income converted or demolished and the number of replacement units provided.

Table 3.6 indicates the number of new houses constructed and demolitions that have been approved. Since 1982 to 1986, a summary of the information is as follows:

New single family construction	.....	56
New multiple family construction	.....	95
Demolitions	.....	20

In 1984 the City adopted findings for the Planning Commission approval of residential demolition and conversion. These findings are:

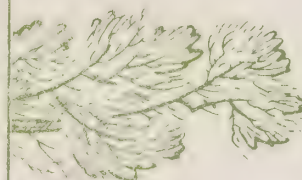
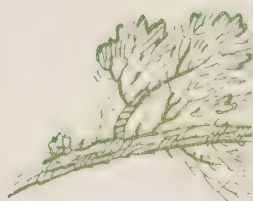
1. That, pursuant to Section 65590 of the Government Code of the state, the residential units have not been occupied by persons of low or moderate income, as defined by AMBAG, within one year of filing the application for demolition or conversion; or
2. That replacement housing will be provided for the residential dwelling units to be demolished or converted and such units are:
  - a. Located on the site, within the city, or within three miles of the coastal zone, and available within three years of demolition of the residential dwelling unit, or
  - b. To be provided through a City program of in-lieu fees.

From 1984 until this writing in 1988, no units have been approved for demolition or conversion that would remove housing for persons with low to moderate income. Several projects have been proposed which would have that effect, but the requirement for replacement housing has discouraged all of these projects from proceeding.



4.

Public  
Facilities  
and Service  
Element





## Introduction and Purpose.

The Public Facilities and Services Element of the General Plan addresses those components of community life important to the education, culture, recreation and social well-being of the residents of Carmel-by-the-Sea and its Sphere of Influence. This aspect of Carmel-by-the-Sea is distinguished by a number of public and semi-public structures and facilities and by the existence of various public and private agencies and commissions with responsibility for programs and operations. This Element sets out the goals, objectives and operational policies that govern these facilities and agencies.

## Issues of Local Significance.

Community discussions identified the need for the General Plan to recognize and emphasize the present and additional social, cultural and recreational facilities, both public and semi-public, which contribute to the uniqueness of Carmel's environment. Other issues identified during initial public meetings focused on the adequacy of various facilities, whether their current locations were appropriate to serve the entire community, and adequacy in terms of required space. Also identified was Carmel's strong cultural heritage. The General Plan Review Committee identified a need to establish general guidance to distinguish the responsibilities of the separate City Commissions for programs and facilities; especially in areas which tend to overlap.

## Goals, Objectives and Policies.

- G4-1 To recognize the unique social, cultural and recreational aspirations and activities which contribute to the vitality of Carmel-by-the-Sea; to provide a range of public and semi-public facilities and programs responsive to those aspirations; to provide public services to ensure each resident a safe, healthful and attractive living environment; to maintain both facilities and programs so as to exemplify the highest standards for the community.
- 04-1 Cooperate with other governmental and private agencies in providing needed local facilities for fulfillment of the public safety, cultural and recreational needs of the community.
- P4-1 Support cooperation between Harrison Memorial Library and other library systems in Monterey County to benefit levels of service. (Also implements 04-3)
- P4-2 Recognize the functional and social contribution of the Post Office and support its present location as the community's first choice or at another downtown location as a second choice.
- P4-3 Maintain the written mutual response agreement between the Carmel Fire Department and surrounding agencies and strive to improve the department's ISO Insurance rating through available manpower and resources. (Also implements 04-2 and 04-3)
- P4-4 Coordinate with the Carmel Unified School District in using its facilities for recreation, adult education, and other community programs, in conformance with State guidelines. Expand available opportunities as a cooperative effort. (Also implements 04-3)
- P4-5 Cooperate with the Carmel Foundation in the cultural, recreational, educational services and low cost housing program it offers.
- P4-6 Recognize the significance of the Carmel Mission in various matters of a non-religious nature, e.g., cultural and historical heritage, visitor attraction and Larson Athletic Field.

P4-7 Recognize and support the Carmel Youth Center as a positive force in youth guidance and programs.

(See also P4-8)

04-2 Support adequate levels of public services and facilities to serve the needs of the community, including police and fire protection, refuse and sanitary disposal services, building safety and public utility services.

P4-8 Support the services provided by the Carmel Chapter of the American Red Cross.

P4-9 Maintain the City's beach, park and open space in a manner to encourage use and enjoyment by residents and visitors. (See also the Open Space Element) (Also implements 04-3)

P4-10 Maintain and enhance Harrison Memorial Library's service to the residents of Carmel-by-the-Sea and surrounding areas. (Also implements 04-3)

P4-18 Provide paramedic-ambulance service to Carmel-by-the-Sea residents through participation in the Carmel Area Joint Powers Agency.

(See also P4-11, P4-12, P4-14 and P4-17)

04-3 Maintain public services and facilities in an efficient and economical manner.

P4-11 Continue the maintenance and improvement of public protection by the Police and Fire Departments; enhance community awareness of matters concerning personal safety and protection of property. (Also implements (04-2)

(See also P4-1, P4-3, P4-4, P4-12 and P4-16)

04-4 Determine which of the facilities identified as needed should be accommodated at Sunset Center. Establish guidelines for the design and intensity of future development at Sunset Center.

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- P4-12 Maintain and improve Sunset Community and Cultural Center to provide facilities for cultural, social, recreational and governmental activities. (Also implements 04-2 and 04-3)
- 04-5 Establish and maintain a five year Capital Improvement Program as required by State law.
- P4-13 Establish a yearly review by the Planning Commission of the Capital Improvement Program affecting this Element.
- P4-14 Based on identified housing, parking, recreation public and cultural facilities, parks and open space needs, consistent with the General Plan, develop, maintain and periodically review a list of property within the City and its Sphere of Influence suitable for acquisition by the City. Establish priorities for potential actions. (Also implements 04-2)
- P4-15 Provide a procedure of land acquisition, including methods of funding and public participation.
- P4-16 Establish priorities as needed for sale or trade of City property to implement this Element. (Also implements 04-3)
- P4-17 Determine the need for additional public facilities such as Post Office, concert hall, meeting rooms and parking. (Also implements 04-2)

## Supporting Information.

SOCIAL, CULTURAL AND OTHER PUBLIC FACILITIES. Carmel's primary social and cultural facilities are the Sunset Community and Cultural Center, Harrison Memorial Library, and the Forest Theatre. Two other facilities, City Hall and the Post Office, have both functional and social significance in the community and represent important meeting places. Public recreational facilities include the beach, Forest Hill Park, Mission Trail Park, Vista Lobos, and, in Carmel's Sphere of Influence, facilities of the Carmel Unified School District and Rio Park. The Carmel Youth Center is a meeting place for young people. The Scout House is a multi-use facility located at the northeast corner of Mission Street and 8th Avenue. The Carmel Foundation offers a variety of services, both cultural and recreational, to older people. The Carmel Mission, an active church and a visitor attraction, owns the Larson Athletic Field.

Carmel has several governmental bodies responsible for various aspects of its cultural and recreational programs, notably the Harrison Memorial Library Board, the Community and Cultural Commission, the Recreation Commission and the Forestry Commission. An effort has been made in the following text to identify the facilities for which each is responsible. On occasion one body will wish to use facilities under the jurisdiction of another body. In that event, arrangements should be made with the body having jurisdiction. Each of the major facilities is described below. The Key Numbers refer to the location map and legend. (Figure 4.1)

Sunset Community and Cultural Center. (Key #1) The Sunset Community and Cultural Center is the forum or gathering place of Carmel. It houses a wide variety of cultural events including the Carmel Bach Festival and the Monterey County Symphony and sponsors the Carmel Festival of Dance and world famous artists and dance groups. It also sponsors diverse local activities which in 1986 came to a total of 2,708, plus an additional 104 at the Forest Theatre and 438 at The Scout House. The recreational offerings at Sunset Center are mainly of a "passive" nature, although others, such as dance classes, are more active.

This facility is under the jurisdiction of the Community and Cultural Commission and the Director of the Center who are responsible for the maintenance and programming. Other City bodies which have need for these facilities will make arrangements with the Director.

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Originally this facility at San Carlos Street and 9th Avenue was a two room school house constructed in 1906. In the 20's and early 30's, additional classrooms and an auditorium were built. The auditorium was for the use of the community for cultural programs. The facility served as a school until June 30, 1965, when it was bought by the City and began operating as at present. At that time the Community and Cultural Commission was created. Facilities include a 733 seat auditorium, several rooms for classes and meetings, a library annex, gymnasium, art gallery and offices for several cultural organizations. The north end of Sunset Center is now an unpaved parking lot.

Sunset Center has been considered as a site for a variety of improvements. In 1976 and 1977, there were preliminary studies for a swimming pool/gymnasium complex at the south end. In 1986, plans were revived for a theater and concert hall at the south end, for which feasibility studies have begun. The north end has been considered over the years for such uses as a relocated post office, a library and a multi-story parking structure. (See also the Land Use and Circulation Elements.)

The Scout House. (Key #1a) This building has a large room, working fireplace, and a full kitchen and is a completely contained unit. It is the site for holiday parties, receptions, dinners, dances, weddings, religious services and conferences as well as for Scout activities. In 1986, 438 events occurred here.

The facility is under the jurisdiction of the Community and Cultural Commission and the Director of Sunset Center who are responsible for maintenance and programming. Other City bodies which have need to use these facilities (e.g., Recreation Commission or City departments) will make arrangements with the Director.

Harrison Memorial Library. (Key #2) The Harrison Memorial Library is an important cultural landmark in Carmel. Located on Ocean Avenue at Lincoln Street, it serves the people of Carmel-by-the-Sea and patrons from other areas of the Monterey Peninsula.

In March 1987, there were over 7,247 card holders at the library, about 2,411 being residents of Carmel and the balance from outside, mainly the nearby unincorporated areas. Harrison Memorial Library is independent of the Monterey County Library system and other city libraries in the area, but all belong to the Monterey Bay Area Cooperative (MOBAC) to bring full service outreach, reference and interlibrary loan service to all patrons.

The original conceptual drawings for the library building were done by Bernard Maybeck, renowned Berkeley architect, while the working

drawings and construction were done by M.J. Murphy, a local builder. The building was constructed in 1927; a major expansion occurred in 1949 and there have been various refurbishings over the years. The library houses about 80,000 volumes, including over 6,000 reference works. Sunset Center houses a small annex for technical services (receiving and processing) and storage.

For many years the City has discussed alternatives for the expansion of library services. In the 1960's a lot was purchased at the northwest corner of Lincoln Street and 6th Avenue and used for library and public parking. In 1980 two adjoining lots were purchased and have provided an unimproved parking area. In 1983 plans were underway for a library annex with underground parking and public restrooms, but these plans were shelved to explore other options.

After years of discussion of how best to enlarge the library, in the summer of 1987, the City purchased the former Crocker Bank site at the northeast corner of Mission Street and 6th Avenue. This facility, with approximately 6,200 square feet of space, will house children's books and services, a reference section on local history, a technical service area and library administration offices. The site will also be landscaped and improved to open up the facility to Devendorf Park. Parking for library staff and twenty spaces for patron parking is planned. With the purchase of the Crocker Bank site the three lots at Lincoln Street and 6th Avenue provide an opportunity for creating additional off-street public parking. A joint facility with the adjoining Pine Inn parking lot is a possibility that has been explored.

Harrison Memorial Library is under the jurisdiction of its Board of Trustees and the Library Director. The land and building are owned and maintained by the City.

Forest Theatre. (Key #3) Forest Theatre, California's first outdoor theatre, was founded in 1910. There are 600 seats outdoors and an indoor theatre with 60 seats. The outdoor theatre has been the scene of many theatrical "firsts" and is now used by the Forest Theatre Guild for a summer program of Shakespeare and other playwrights and by the City for Sunday afternoon programs of light entertainment. The indoor theatre is used by the Children's Experimental Theatre for instruction and drama. This site was deeded to the City by gift in 1937 with the stipulation that it always remain a park. The Forest Theatre is under the jurisdiction of the Community and Cultural Commission and the Sunset Center Director.

City Hall. (Key #4) City Hall is on the east side of Monte Verde Street between Ocean and Seventh Avenues. Originally a church built in 1921, it has been extensively altered in 1950 and 1985 for use as a City Hall. Much tradition attaches to this facility which is under the jurisdiction of the City Administrator. It now houses the City Administrator's office, the Department of Administrative Services and the Department of Community Planning and Building.

Post Office. (Key #5) The Post Office at Dolores Street and 5th Avenue serves as a focal point in Carmel inasmuch as mail is delivered to post office boxes rather than to residences or businesses. A daily visit to the Post Office is both a social and functional activity for Carmel residents. After plans to relocate the Post Office to the south end of Sunset Center fell through in 1975, the Post Office decided to remain in the present facility, and build a new one at the mouth of Carmel Valley. The latter is not within walking distance, so the maintenance of the present or another facility in downtown Carmel-by-the-Sea is a vital local issue. To insure continuance of the Post Office at the present site, its eventual purchase by the Postal Service or the City might prove desirable. The Post Office is under the jurisdiction of the U.S. Postal Service. The Postmaster's office is in the new facility at the mouth of Carmel Valley.

Carmel Foundation. (Key #6) The Carmel Foundation has existed in Carmel-by-the-Sea since 1950. Rebuilt from the ground up in 1973, the buildings are located on Lincoln Street between 8th and 9th Avenues. Its purpose is to provide services to our older population, both in Carmel and in the surrounding area, such as adult education classes, hobbies, social gatherings, lunches, assistance in solving problems, and many others. The Carmel Foundation also operates two low income housing facilities in Carmel-by-the-Sea, a residential care facility a short distance outside of Carmel and a station wagon service to take people to the doctor and grocery store. The Foundation has raised funds to build additional low income housing at Dolores Street and 5th Avenue on land purchased by the City for this purpose. The Carmel Foundation is important to the social, cultural and recreational life of many Carmel citizens. The Carmel Foundation is under the jurisdiction of its Board of Directors.

Carmel Youth Center. (Key #7) In 1949 Carmel High School students felt the need for a teen center and requested assistance from the City Council at a "Youth in Government Day". The City Council responded by appointing a citizen's committee to head the project. The present day Youth Center was built on City land and opened in 1950. A Recreation Commission of seven members, appointed jointly by the Carmel City Council and the School Board, was formed to administer the Youth Center. After twelve years, the Commission was disbanded and City and school funds were withdrawn. The Youth Center became a private non-profit corporation with its own Board of Directors, which leases the building from the City; the lease expires in 1988.

Until California's Proposition 13 (1978) eliminated the community service tax used by the School District to furnish recreation services to the residents of the City of Carmel and its environs, the City considered it unnecessary to establish a Recreation Department for the City of Carmel.

A Recreation Committee was appointed in 1982 and in 1986 a Recreation Department and Commission of seven members was again established by the Carmel City Council.

Carmel Unified School District. (Key #8) There are no public schools located within the existing city limits of Carmel-by-the-Sea. The Carmel Unified School District has a single elementary school (River School in the City's Sphere of Influence on 15th Avenue) and its high school is just across Highway 1 at Ocean Avenue. The middle school is located a short distance east on Carmel Valley Road. These schools offer recreational facilities in the form of playgrounds, tennis courts, gymnasiums and a swimming pool. CUSD also sponsors adult education classes. The area served by the District encompasses 594 square miles. The Carmel Unified School District is under the jurisdiction of its Board of Directors.

Carmel Mission. (Key #9) The Carmel Mission established in 1770, is world famous and will become even more so if Father Junipero Serra who is buried there is canonized. The Mission is Carmel's principal visitor attraction. It houses a museum of colonial artifacts. The Mission grounds include a parochial school, playground and athletic field. The Mission and its grounds are within the city limits. The Carmel Mission is under the jurisdiction of the Diocese of Monterey.

PARKS AND RECREATION FACILITIES. The City has a number of parks and outdoor recreation facilities:

- the 21.5 acre public beach and scenic walkway along its bluffs; (Key #10)
- Mission Trail Park of 29 wooded acres, including a native plant and tree arboretum; (Key #11)
- Forest Hill Park, site of the children's playground, a par trail, tennis courts and a senior citizens outdoor recreation facility; (Key #12)
- Piccadilly Park on Dolores Street between Ocean and 7th Avenues, a 4000 square foot open space; (Key #13)
- Devendorf Park, a square block bounded by Junipero, Ocean and 6th Avenues and Mission Street with public restrooms; (Key #14)
- Vista Lobos, a mini park, meeting room, and observation deck with expansive views of Point Lobos, Junipero and Third; (Key #17)
- Rio Park, 6.25 acres undeveloped open space adjacent to Carmel River, Lasuen Drive and Dolores Street; (Key #18)

Over the years as parklands were acquired by the City, they were administered by the Public Works Department. When the Forestry Commission was created in 1959, the administration of parks and beach became the responsibility of the Commission which is still the case in 1987. A professional forester and staff maintain the parks, beach and forest areas of the City.

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The Forestry Commission has advisory jurisdiction over the beach, Forest Hill Park, Devendorf Park, Piccadilly Park, Mission Trail Park (including the Arboretum which is also supervised by a volunteer group known as the Arboretum Committee), as well as the urban forest in general. Other bodies wishing to make use of these facilities will apply through the City Forester. The Recreation Commission, established in 1986, may be assigned a portion of the jurisdiction.

SERVICES. In addition to the facilities already discussed, the Police Station, Public Works Department and corporation yard, and the Fire Station, are the main public service facilities in Carmel.

Police Station/Public Works/Corporation Yard. (Key #15) The Carmel-by-the-Sea Police Department and the Public Works Department are located at Junipero and Fourth Avenues in a facility constructed in 1967. The relatively new facility is located adjacent to the Carmel Youth Center (4th Avenue/Torres Street).

Fire Station. (Key #16) The Carmel Fire Department, located on the south side of 6th Avenue between Mission and San Carlos Streets, was constructed in 1937. Service is provided by the City Fire Department to any fire within the one square mile city boundary. The Department also has mutual assistance agreements with surrounding Monterey Peninsula communities. The Fire Department staffs an ambulance for the American Red Cross which also serves nearby unincorporated Peninsula communities. This is largely a volunteer Fire Department, with some thirty active volunteers. There are eight paid staff members who work with the volunteers, bringing the total response staff to over thirty; about half live within the City limits.

Figure 4.1 identifies the location of public facilities and parks discussed above. Other semi-public social and cultural facilities include local churches, Masonic Temple, Women's Club, American Red Cross, American Legion Post #512, Carl Cherry Foundation and the Carmel Art Association Gallery. Park and recreation facilities are also discussed in the Open Space Element.

Public Restrooms. Consistent with the City's Local Coastal Program (LCP), the City will continue to provide restrooms for visitors. The City presently provides beach area public restrooms at the foot of Ocean Avenue (Key #10). These facilities are occasionally insufficient to meet peak demand, and the beach area restrooms are supplemented with portable facilities during peak use periods. Restrooms at Devendorf Park, (Key #14) in the commercial district, were opened in 1986, and at Piccadilly Park (Key #13) in 1987.

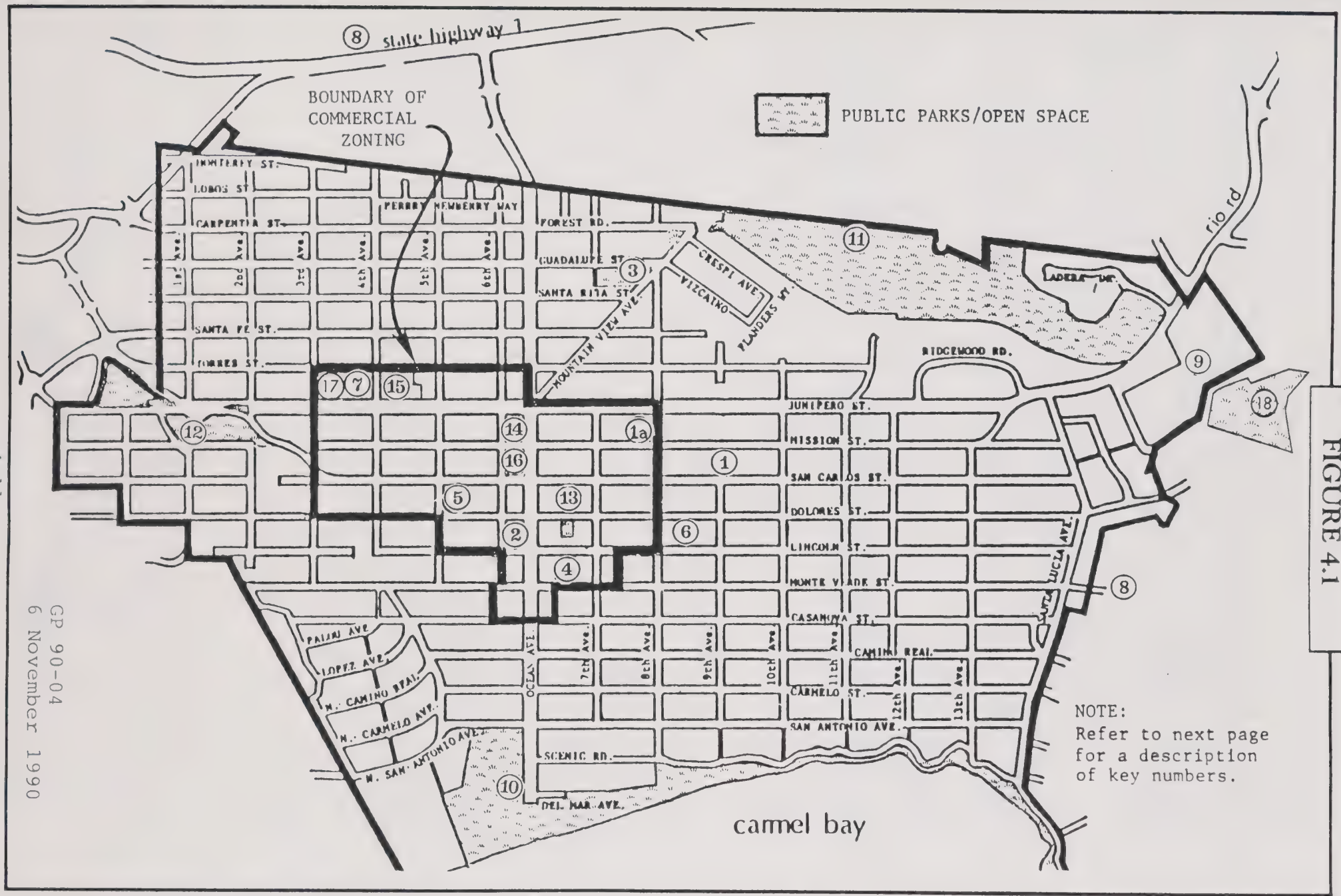


FIGURE 4.1



# FIGURE 4.1

KEY	FACILITY	LOCATION	BETWEEN
1	SUNSET COMMUNITY & CULTURAL CENTER	MISSION STREET SAN CARLOS STREET	8TH & 10TH AVENUES
1a	BOY SCOUT HOUSE	EIGHTH AVENUE	AT MISSION STREET
2	HARRISON MEMORIAL LIBRARY	OCEAN AVENUE	AT LINCOLN STREET
3	FOREST THEATRE	MOUNTAIN VIEW AVENUE	SANTA RITA STREET/ GUADALUPE STREET

## CITY OWNED PARKS AND OUTDOOR RECREATION FACILITIES

10	CARMEL BEACH (Public Restrooms)	SCENIC/SAN ANTONIO	PEBBLE BEACH GATE/ CARMEL POINT
11	MISSION TRAIL PARK (Flanders Mansion and Arboretum)	AT HATTON ROAD	
12	FOREST HILL PARK (Tennis Courts)	JUNIPERO AVENUE	CAMINO DEL MONTE/ FIRST AVENUE
13	PICCADILLY PARK	DOLORES STREET	OCEAN/7TH AVENUE
14	DEVENDORF PARK (Public Restrooms)	OCEAN AVENUE	JUNIPERO/ MISSION
17	VISTA LOBOS	THIRD AVENUE	JUNIPERO/TORRES
18	RIO PARK	LASUEN/DOLORES	CARMEL MISSION/ CARMEL RIVER

## CITY OWNED SERVICE FACILITIES

4	CITY HALL	MONTE VERDE	OCEAN/7TH AVENUE
16	FIRE STATION	6TH AVENUE	MISSION/SAN CARLOS
15	POLICE STATION/ PUBLIC WORKS/ CORPORATION YARD	JUNIPERO STREET	4TH/5TH AVENUES

## FACILITIES OWNED OR OPERATED BY OTHER AGENCIES

5	POST OFFICE	5TH AVENUE	SAN CARLOS/DOLORES
6	CARMEL FOUNDATION	LINCOLN	8TH/9TH AVENUES
7	CARMEL YOUTH CENTER	4TH AVENUE	TORRES/JUNIPERO
9	CARMEL MISSION	RIO ROAD	AT LASUEN STREET
8	CARMEL UNIFIED SCHOOL DISTRICT	MIDDLE SCHOOL HIGH SCHOOL RIVER SCHOOL	CARMEL VALLEY ROAD OCEAN/HIGHWAY 1 MONTE VERDE/15TH

CARMEL  
by the Sea

Location of Public Facilities and  
Public Parks/ Open Space in  
Carmel-by-the-Sea, 1987

Wastewater Disposal Facilities. The Carmel Sanitary District (CSD) operates a sewage treatment plant near the mouth of the Carmel River. It is a secondary treatment plant with an extended outfall depositing treated effluent into the ocean. The City presently coordinates with the Carmel Sanitary District, the County of Monterey and other public agencies concerning the status and impact of future development on the water quality of the Carmel Bay. As of April, 1987, the District has the capacity necessary to provide wastewater treatment for developments on all the undeveloped land within the current District boundaries. This capacity assumes an average of 2.35 persons per residential unit. A recently completed improvement project incorporates a new influent pump station which will preclude sewage from being discharged to the Carmel River and Bay (which has occurred during winter storms), but will not increase the total capacity of the treatment plant.

The Carmel Bay is not under the direct planning purview of the City, but this coordinative role is an appropriate response for the City. Carmel Bay is designated an Area of Special Biological Significance (ASBS) and listed in the publication, Areas of Special Biological Significance, California State Water Resources Control Board, July, 1976.

TABLE 4.1

## TOTAL ENROLLMENT IN CUSD FACILITIES, EXISTING AND PROJECTED

SCHOOL YEAR	ENROLLMENT	NUMBER CHANGE	PERCENTAGE INCREASE/ DECREASE FROM PREVIOUS PERIOD
1974-74	3174	-	-
1980-81	2442	-732	-23.1 PERCENT
1981-82	2377*	- 65	- 2.7 PERCENT
1982-83	2242*	-135	- 5.7 PERCENT
1983-84	2168*	- 84	- 3.7 PERCENT
1984-85	2174*	+ 6	+ .3 PERCENT
1985-86	2193*	+ 19	+ .9 PERCENT
1986-87	2209**	+ 16	+ .7 PERCENT
1987-88	2218**	+ 9	+ .4 PERCENT
1988-89	2232**	+ 14	+ .6 PERCENT
1989-90	2307**	+ 75	+ 3.4 PERCENT

\* Actual Enrollment

\*\* Projected Enrollment

Source: Robert Zampatti, Business  
Manager, CUSD, 1982.CARMEL  
by the SeaTotal Enrollment in CUSD Facilities,  
Existing and Projected

Other Public Agencies and Special Service Districts. The following are several of the special service districts which affect the Carmel area and specifically the Carmel Sphere of Influence.

- Monterey Bay Unified Air Pollution Control District
- Monterey Peninsula Airport District
- County Service Area (CSA) #1- Carmel Point
- County Service Area (CSA) #19- Carmel Meadows #6 and 7
- County Service Area (CSA) #23- Carmel Rancho #1, 2, and 3
- County Service Area (CSA) #30- Rancho Mar Monte #1, 2, and 3
- County Service Area (CSA) #34- Rancho Rio Vista and Carmel Knolls #1-4
- County Service Area (CSA) #39 (portion) - Del Monte Fairways, Josselyn Canyon and Aguajito
- County Service Area (CSA) #43- Carmel Unincorporated (provides contractual fire protection)
- County Service Area (CSA) #47- Carmel Views #1-4, Mar Vista
- County Service Area (CSA) #50- Rio Way, Tract #2
- County Service Area (CSA) #51- High Meadows #1, 2
- Carmel Highlands Fire Protection District (small portion)
- Monterey Peninsula Garbage and Refuse Disposal District
- Monterey Peninsula Flood Control and Water Conservation District - Zone 11
- Monterey Peninsula Water Management District
- Monterey Peninsula Regional Park District
- Carmel Sanitary District
- Monterey County Administrative Offices
- Monterey County Board of Supervisors
- Monterey-Salinas Transit District
- Monterey County Air Pollution Control District

- Monterey County Planning Department
- Local Agency Formation Commission (LAFCO)
- Association of Monterey Bay Area Governments (AMBAG)
- Pebble Beach Community Services District
- California Department of Parks and Recreation
- Monterey Regional Parks
- California Department of Forestry
- United States Forestry Service

Many of these districts have overlapping jurisdictions. (For a detailed discussion and maps illustrating the boundaries of the service districts, refer to Monterey County Inventory of Local Agencies, Local Agency Formation Commission, January, 1982.)

5.

Architectural/  
Cultural/  
Historic  
Resources  
Element





## Introduction and Purpose.

An Architectural/Cultural/Historic Resources Element has been included in Carmel-by-the-Sea's General Plan because there are buildings and sites within the community that may be deemed to have architectural, cultural or historic significance; this is not a required element under California State planning law. It is important to note at the outset that this Element does not name those individual buildings or sites that should be identified as an architectural, cultural or historic resource except for those listed in the National Register of Historic Places. Instead it establishes the objectives, policies and guidelines by which specific buildings and sites may be designated, preserved and enhanced.

Architecturally significant buildings contribute to the City's identity as a village of diverse architectural styles that compliment each other to form a pleasant visual experience. In some cases, these buildings stand alone as isolated statements reflecting a particular period of the City's development or a particularly good marriage of site design and building design. In other cases, several buildings in close proximity form an assemblage or cluster of buildings and open spaces that must be evaluated together if their significance is to be recognized and preserved. In each case, however, the strong and evocative architecture of significant buildings helps to form vivid mental images of the City that provide lasting enjoyment for resident and visitor alike.

Significant buildings and sites contribute to the City and its Sphere of Influence. They create a unique identity for the City in which residents can take pride. They enhance the economic position of the City as a popular visitor destination. They serve as reminders of the City's past developmental history, and they silently exhort the architects of new buildings to harmonize their designs to the established character of the community.

Culturally significant structures and sites, like architectural resources, are vital to the well-being and survival of Carmel's citizens. An understanding of its history helps define and preserve the unique qualities of Carmel. The knowledge of its cultural heritage can be fostered through awareness of its varied eras, eclectic architecture, parks, seashore and forest setting. Such knowledge will provide assurance that Carmel's sense of place will survive. A viable program for maintaining the continuity is through a preservation program. Such a program will provide a focus for all members of the community to become actively involved in retaining the uniqueness of Carmel and its environment.

## Issues of Local Significance.

While there are a number of buildings or sites in Carmel that could be considered eligible for a local list of designated architectural/cultural/historic resources, there are several important issues that will directly affect the number of, and the manner in which, these buildings and sites may be designated and maintained, including the following:

- The designation of an architectural/cultural/historic resource should apply to commercial, public or quasi-public, and residential structures in a manner that would not lead to the potential for increased traffic in residential areas, damage to individual properties or the violation of privacy.
- Specific commercial structures may be designated significant to allow them to be reconstructed or restored if necessary in a manner consistent with the original building regardless of their nonconformity with design regulations applicable to adjacent buildings in the same Land Use District.
- Specific commercial buildings may be reconstructed or be restored in such a manner that retains existing land use nonconformities, including lack of parking or occupancy by land uses not allowed in that district.
- Unacceptable land use impacts might result if a large number of such buildings were absolved of their zoning nonconformities.
- Preservation programs should be voluntary even though with a volunteer program certain buildings could lose the qualities that make them significant through alterations or replacement.
- The appropriate process for identifying significant buildings and sites, and the responsibility for the review of designated sites provided for by the creation of a citizen's committee advisory to the Planning Commission.

# Goals, Objectives and Policies.

G5-1 Promote the identification and voluntary preservation of structures and sites that represent the unique architectural, cultural and historic identity of Carmel-by-the-Sea and encourage participation of a large segment of the Carmel citizenry.

O5-1 Retain and enhance the buildings and open spaces on a voluntary basis that make especially significant contributions to the unique character and identity of the City.

P5-1 Initiate steps to protect exceptional buildings and sites through State or Federal landmark status. (Also implements O5-4 and O5-5)

P5-2 Periodically review the roster of designated buildings and the ordinance for their preservation to determine if the purposes of this Element are being achieved. (Also implements O5-4)

P5-3 Review proposed construction in the vicinity of candidate and designated buildings to minimize the impact of such construction on the design and enjoyment of designated buildings and to enhance such enjoyment where feasible.

(See also P5-5, P5-9 and P5-11)

O5-2 Provide a mechanism, through ordinances, for recognizing and designating specific buildings and sites that have special architectural, cultural or historical significance to Carmel-by-the-Sea and its Sphere of Influence.

P5-4 Establish an ordinance procedure for the preservation of architectural/cultural/historic resources and their surrounding open spaces that can be applied to any parcel in any land use district. On properties affected by ordinances such structures could be repaired, rebuilt or restored in strict conformance with their documented design and the use therein contained in spite of any existing land use or design legal nonconformities. If

the owner chose not to exercise these rights, the standard land use, design and nonconformity regulations applicable to the underlying land use district would apply. (Also implements 05-3)

- P5-5 Prevent the designation of an excessive number of buildings to assure that land use and design policies and regulations are not compromised on a wide scale through the exemption of such buildings from nonconformity regulations. (Also implements 05-1, 05-3 and 05-5)
- P5-6 Establish a citizen's committee that will be responsible for conducting a comprehensive survey and inventory of candidate structures and sites and that will be advisory to the Planning Commission on matters related to architectural/cultural/historic resources.
- P5-7 Designate the Planning Commission as the body responsible for reviewing the architectural, cultural and historic significance of buildings and sites including recommendations from a citizen's committee.
- P5-8 At the time a candidate building is reviewed for designation as an architectural/cultural/historic resource, review the interior of the building to determine which design elements, if any, warrant protection. (Also implements 05-3)
- P5-9 Use the guidelines identified in this Element to establish a candidate list of significant buildings and sites, natural features, and areas of historic importance. (Also implements 05-1)

(See also P5-11, P5-13 and P5-14)

- 05-3 Adopt ordinances that allow designated buildings to be restored, if damaged, in spite of land use or design nonconformities.

- P5-10 Prohibit the remodeling, alteration or rebuilding of any portion of a candidate or designated significant building if such action would create or significantly increase a nonconformity or substantially alter or destroy the basic elements of the building's significance. (Also implements 05-1 and 05-4)
- P5-11 Waive on-site, off-site and in-lieu parking requirements not already satisfied when a designated building is to be restored according to its original design. (Also implements 05-1 and 05-2)

- P5-12 Implement building regulations for designated buildings in a way that encourages the repair, maintenance and improvement of property.
- P5-13 Review all proposed exterior and interior remodeling, alterations, additions and reconstruction activities of designated buildings. Determine if such proposed construction would warrant eliminating the building from the list of designated buildings prior to approving the construction. (Also implements O5-2)

(See also P5-4, P5-5 and P5-8)

- O5-4 Develop a comprehensive approach to the maintenance and preservation of the City's architectural/cultural/historic resources promoting voluntary efforts and, if necessary, funding sources from public and private sectors.

- P5-14 Maintain and update the guidelines listed in this Element used for evaluating the significance of buildings and sites to assure that the guidelines are relevant, comprehensive and discriminating. (Also implements O5-2 and O5-5)

(See also P5-1, P5-2, P5-10, P5-15 and P5-16)

- O5-5 Promote property owner awareness of Carmel-by-the-Sea's significant buildings, historic traditions, and preservation policies, and foster a wider appreciation of the contributions these buildings make to the City's character.

- P5-15 Maintain an official history of Carmel-by-the-Sea and its environs. (Also implements O5-4)

- P5-16 Establish an archival depository for information on Carmel's history, cultural traditions and architectural contributions. (Also implements O5-4)

- P5-17 Implement complementary programs which will further the preservation of Carmel's architectural/cultural/historic resources. (See SUPPORTING INFORMATION - Programs for Encouraging Preservation.)

(See also P5-1, P5-5 and P5-14)

## Supporting Information.

ARCHITECTURAL RESOURCES. It is important when determining which buildings are truly significant resources to be selective and only designate those structures that are widely recognized as representing the architectural, cultural and historic traditions of Carmel-by-the-Sea. One criterion to use in judging the potential significance of a building or structure is the extent to which removal of the building would represent a significant loss to the community.

Much of the unique character of Carmel-by-the-Sea is a result of the City's physical environment. This environment includes natural elements such as topography, vegetation and climate, but it also includes the built elements of buildings arranged around and within open spaces and connected by pedestrian and vehicular circulation systems. As Carmel-by-the-Sea has developed over time, efforts have been made to adapt the man-made elements to the underlying natural elements. In the residential districts, roads are typically not built to full width and they curve and undulate to follow the topography and to make room for trees. In the commercial districts, sidewalks often curve or are frequently interrupted by trees and mini-parks. Most shops and businesses are built to face open sidewalks and exterior courtyards in acknowledgement of the mild weather.

In recognition of this fit between the natural and built environments, and perhaps to enhance this fit, many of the City's buildings have been designed with natural materials, pleasant open spaces and abundant landscaping. Carmel Stone, local granite and the frequent use of wood in handcarved doors, window frames, sills, moldings, roofing materials and signs are all design features that contribute to the village character of the City. These form a contrast to the glass, steel, plastic and featureless gray concrete so often found in other cities.

Another dimension of this mimicry of the natural environment is the love of detail and craftsmanship. Just as nature abhors the monotony of anything blank or unrelieved, so Carmel's builders have embellished their work with detail and device to create interest and continual delight in the design of their buildings. Most of Carmel-by-the-Sea's significant buildings exhibit a myriad of detail, some intricate, some bold, that defies cataloguing in a single view or visit. Surfaces are broken up by ridges, insets, decorative tiles, cavities, niches and abrupt changes of material. Textures show great variety from smooth troweled plaster, brick, stone, rock or exposed aggregate to painted, carved or unfinished wood. Corners exhibit bevels, bullnoses, cornices and moldings. Everywhere, the designers' attention to detail, and the builders' contribution of skill and craftsmanship are evident in the best of Carmel's buildings.

The open spaces between buildings in the commercial district are an integral part of the design of the community. The significant buildings in this district tend to use open space, particularly courtyards, and building spaces and shapes that encourage pedestrian exploration and movement. Courtyards invite pedestrians onto private property and away from the street. These courts increase the amount of building surfaces and facades on a building, and encourage the creation of additional and smaller shop spaces. In this way, the building design has subtly influenced the land use patterns and economic vitality of the City.

Courtyards also tend to conceal many open spaces and building forms from direct view by pedestrians along the street. Through such concealment, pedestrians are encouraged to explore the limits of these open spaces and discover hidden shops off the beaten path. This alternative pedestrian circulation pattern is encouraged in the City's commercial buildings through the use of arches to define building openings, inviting textures on pedestrian walking surfaces, directory signs at court entrances to identify what lies within, and the unfolding mystery of revealed open spaces and new building forms as pedestrians wander through the commercial courts and walkways. These courtyards are even more effective when they are linked from street to street, or from one property to another. Through-block inter-connections also serve as shortcuts for local residents who, by knowing these alternate routes, can avoid crowded sidewalks. These unique open spaces and intra-block connections are an important part of the design character of the commercial district and, when associated with significant buildings, should be protected in a similar manner as the buildings to which they relate.

CULTURAL AND HISTORIC RESOURCES. The history of the City of Carmel-by-the-Sea has been entwined with the history of California since the day, 50 years after Columbus discovered the New World, when Juan Rodríguez Cabrillo, on an exploratory voyage for Spain, sighted the white sand beach and pine forest which eventually were to lie within the Carmel city limits. Also, within these limits lies Carmel Mission founded by Father Junípero Serra in 1771. This date marks the beginning of the notable historic/cultural life of the community.

The cultural aspect of Carmel received an unexpected impetus in 1906, (the year Carmel acquired its first library), when an earthquake and fire devastated San Francisco and left a group of artists, writers and musicians homeless. Many of them decided to settle in Carmel. Their coming set the future pattern for the development of Carmel as a cultural community inhabited by persons of vision who wished to preserve the natural beauty of their surroundings and the unique charm of a village in a forest above a white sand beach. Many of these newcomers became famous in the fields of the arts and added renown to the name of Carmel.

However, it is to the credit of every citizen, no matter what his or her stature, who has cared to be "different," has striven to blend progress into the unique mold created by the early residents that Carmel's unrivaled setting -- beloved by Father Serra two centuries ago, discovered by Cabrillo four centuries ago -- remains a timeless treasure. Knowledge of Carmel's past will help planners understand emerging city patterns and thereby will make preservation a valuable planning tool.

One reason for Carmel's distinction is the city's significance as a cradle of civilization, culture, and conservation in California. Another is its distinction as the home, for nearly three quarters of a century, of men and women who have brought acclaim to the State of California and the nation, not only in artistic spheres, but also in numerous other fields of human endeavor. The impressive roster of their names alone, makes Carmel-by-the-Sea a distinguished City.

Guidelines for Significant Buildings and Sites. Based on this discussion, the following guidelines have been established to help guide the review and designation of architectural/cultural/historic resources. These guidelines are an initial step and are by no means complete. They should be reviewed periodically for revision and addition to help the Planning Commission become more discriminating in separating those buildings and sites that are truly significant from those buildings that are merely attractive or of marginal cultural significance.

1. The structure or site was designed by one of Carmel's master builders (Comstock, Murphy, Maybeck, Stanton, Heron, Greene, etc.).
2. The structure or site remains in substantially the same form and design character as originally built with few additions or alterations that have been sensitive to the original design.
3. The structure uses unique or local materials such as indigenous Carmel Stone, local granite, river rock or local timber.
4. The structure exhibits outstanding character using one or more of the common design themes that contribute to the village character of Carmel.
5. The structure does not "force" its use of design elements.
6. The structure relates to a human scale in its form, massing and relationship to the site.

7. The commercial structure or site exhibits outstanding qualities of pedestrian scale design including integrated and complimentary elements of architecture, pedestrian walkways, open space and landscaping; and with strong identity points.
8. The structure exhibits "craftsman" construction and attention to detailing such as hand carving or detailed painting, sculptural forms, surface relief and a variety of materials.
9. The structure is strongly associated with the culture, history, and/or unique development of Carmel-by-the-Sea.
10. The structure or site is strongly associated with important persons, groups or events.
11. The site exhibits outstanding features, fixtures, designs or notable natural scenic components.
12. The structures, vistas or objects are important visual points of reference.
13. The structure or site is an integral part of the streetscape or neighborhood which, if eliminated, would affect the familiar spatial and visual relationships of the immediate or larger area.

Architectural/Cultural/Historic Resources Program. The initial step in an architectural/cultural/historic resources program is a preliminary survey of structures and properties based upon the general guidelines established in this Element. The initial survey would develop more specific criteria and classifications for a subsequent comprehensive survey which would in turn establish the basis for a full inventory of architectural/cultural/historic resources. The inventory then becomes a candidate list of sites and structures that can be given special consideration for designation as an architectural/cultural/historic resource.

The means by which a candidate structure or site becomes designated should be established by ordinance. The ordinance should contain the following elements:

1. Introduction and purpose which establish the needs, benefits, and purpose for protection of resources.
2. A definition of key terms which are used in the ordinance.
3. Powers and duties of the City Council, the Planning Commission and the the citizen's committee in the nomination and designation process.

4. Designation procedures including role of the citizen's committee, the means by which property owners of candidate sites or structures can request designation, noticing requirements, public hearings and application requirements.
5. Permit procedures for review of alterations or repairs to designated sites and structures.
6. The means by which designated structures may be restored to their original condition if destroyed or damaged.
7. Appeal procedures for any party appealing a decision of the Planning Commission.

PRESERVATION PROGRAM. To the extent that private property owners cannot or choose not to implement the preservation of significant buildings, there may be a need for coordinating increased preservation efforts in both the public and private sectors in order to avoid the loss of truly outstanding buildings or sites.

Complementary policies and programs which will further the preservation of Carmel's architectural/cultural/historic resources may be implemented, such as:

1. Study and resolve possible existing conflicts between Building, Fire, Health and Housing Codes.
2. Initiate measures to take advantage of state and federal Capital Improvement Programs for the preservation and enhancement of Carmel's architectural/cultural/historic resources.
3. Delineate tax advantages and tax incentives within the private and public sectors.
4. Study zoning codes and coordinate the principles of land use planning with historic preservation goals.
5. Explore public funding opportunities, federal, state, regional or local, to underwrite preservation activities.
6. Investigate private sector funding and lending policies detailing less restrictive preservation code requirements.
7. Encourage citizen support of the preservation of its architectural, cultural and historic resources by cooperating with programs of Carmel Heritage, Tor House, Carmel Mission and the Harrison Memorial Library.

IDENTIFIED HISTORIC SITES. Two sites within Carmel and the Sphere of Influence are currently listed in the National Register of Historic Places: Carmel Mission, located on Rio Road (date of inclusion - October 15, 1966), and the Robinson Jeffers Tor House, 26304 Ocean View Avenue (date of inclusion - October 10, 1975), located outside the City at Carmel Point. In addition, the Carmel Mission is a designated California historical landmark.



6.

Open Space  
Conservation  
and Scenic  
Highways  
Element





## Introduction and Purpose.

The State of California Planning and Zoning Law requires counties and cities to prepare and adopt Open Space and Conservation Elements as part of their General Plans. The purpose of these elements is to assess the available resources, inventory private and publicly owned open space land, and develop goals and policies relating to each. The City of Carmel-by-the-Sea has chosen to combine the required Open Space and Conservation Elements with an optional Scenic Highway Element into a single element as permitted by the California General Plan Guidelines.

## Issues of Local Significance.

Several issues of local significance were identified during initial public input meetings conducted by the General Plan Advisory Committee. These issues include:

### OPEN SPACE

- Amount and location of publicly owned open space.
- The adequacy of the current Land Acquisition Policy and List to meet the needs of Carmel.
- Access to and along Carmel's beach; compliance with Local Coastal Plan policies and implementation measures.
- Maintenance of the existing open space land.

### CONSERVATION

- Water consumption.
- Conservation, maintenance and expansion of the urban forest within Carmel.
- Beach/bluff erosion and conservation; methods to maintain and improve Carmel's beach front and protection of its bluffs.
- Preservation of air quality in Carmel.
- Minimize the impact of hazardous waste on the environment.

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## SCENIC HIGHWAYS

- Local designation of streets/roads as scenic routes significant to Carmel.
- Support Monterey County's Policies of the Scenic Highway Element regarding Highway 1.

## Goals, Objectives and Policies.

- G6-1 To protect, conserve and enhance the unique natural beauty and irreplaceable natural resources of Carmel and its Sphere of Influence; to conserve Carmel's available water sources; and to protect scenic routes and corridors.
- 06-1 To meet the needs that have been identified, utilize acquired parcels within the community for the benefit of Carmel residents.
- P6-1 Conduct a periodic review on at least a bi-annual basis of City owned lands. Such review shall be a joint public hearing of the Planning Commission and City Council; the review shall be to evaluate uses and needs and then consider the desirability of acquisitions and/or dispositions of land.
- P6-2 Reestablish acquisition priorities and prepare and maintain a list of such land based on need before obtaining other parcels or properties within the Carmel city limits and surrounding environs.
- 06-2 To protect and increase Carmel's available water resources and water quality through conservation techniques and direct involvement in regional water policies including cooperation with the Monterey Peninsula Water Management District (MPWMD) and the California-American Water Company.
- P6-3 Monitor effects of the Carmel Area Waste Water District and other cooperating agencies in the development of a non-potable water reclamation (recycling) program in order to conserve available potable water resources; participate in any reallocation of water after implementation of the reclamation program. Insure that the City's share of water from this source is proportionate to the City's contribution to the waste flows originating within the Carmel Area Waste Water District that the City receives other compensation.

- P6-4 Establish priorities of water use. Give highest consideration to residential uses, including residential lots of record, over other types of uses in the event water supplies are too limited to serve all forms of potential growth.
- P6-5 Institute conservation measures to preserve compliance with the City's water allocation limits. Retrofit commercial and residential land uses with conservation devices. Encourage existing motels and hotels to retrofit water conserving devices in each unit/room. Consider adopting ordinances which will impose penalties for non-essential water use.
- P6-6 Participate in water conservation programs as developed by the California-American Water Company and the Monterey Peninsula Water Management District.
- P6-7 Assist and support efforts to develop a strong formal joint water plan between the Carmel Sanitary District, Monterey Peninsula Water Management District and the Monterey Regional Water Pollution Control Agency.
- P6-8 Participate with other jurisdictions and with the Monterey Regional Water Management District in periodic reviews of the District-wide allocation system in order to maintain equitable distribution of potable water and participate in studies supporting the development of new water sources.
- P6-9 Explore and utilize natural springs within the City for landscaping and other public purposes.
- 06-3 To protect, conserve and enhance designated open space, the urban forest, beach and shoreline, the sensitive habitats and the hillside areas, and to acquire additional open space as deemed appropriate.
- P6-10 Maintain and preserve the beach strand, bluff and dunes in a manner that will ensure their availability for public use and enjoyment and preserve the natural condition in conformance with the adopted Carmel Beach Plan.
- P6-11 Implement the Scenic Walkway Plan as identified in the Local Coastal Plan.

- P6-12 Maintain a Park/Open Space Vicinity District for the purpose of ensuring that development of private property is compatible with the enjoyment of the park and open space reserve. (This implements the Local Coastal Plan.)
- P6-13 Maintain a Beach Related District for the purpose of providing a method of review and control for private property which is adjacent to public beachlands to ensure the development of private property is compatible with public enjoyment of the beach as a coastal resource. (This implements the Local Coastal Plan.)
- P6-14 Adopt and reinforce other policies and recommendations established as part of the Local Coastal Program Land Use Plan, Section VI - Existing and Recommended Policies by Coastal Act Issue Groups (p. VI-16 to VI-19, except Housing which is discussed elsewhere.)
- P6-15 Continue to prevent vehicles, except for City maintenance vehicles, and motorized recreational equipment on Carmel beach and sand dunes and other City owned parkland.
- P6-16 Preserve and protect areas within the City's jurisdiction which due to their outstanding aesthetic quality, historical value, wildlife habitats or scenic viewsheds, should be maintained in permanent open space which would enhance the quality of life; acquired areas would be left in a natural state or landscaped for aesthetic and/or wildlife purposes.
- P6-17 Review land use and transportation actions to determine air quality impacts and ensure that air quality is preserved.
- P6-19 Continue Carmel's tree preservation program and encourage the use of indigenous or native plants.

(See also P6-20 and P6-25)

- O6-4 Provide park and recreational facilities adequate in extent, and where possible, conveniently located to serve all residents of the community.

P6-20     Implement the policies and specific plans of the Guide to the Management of Carmel's Forest, Parks and Beaches (1981).     (Also implements 06-3)

(See also P6-25)

06-5     Develop, preserve and enhance areas of scenic interest and determine methods to protect key scenic corridors and routes.

P6-21     Encourage the full utilization and opportunities within permanent open space areas for such uses as pedestrian paths and scenic viewpoints that would provide for public enjoyment of these areas.

P6-22     Support the State and County designated Scenic Highways and related policies, wherever it appears in the best interest of Carmel to do so.

P6-23     Designate the following routes as "Local Scenic Routes" within the city limits in order to preserve them: Junipero Avenue (from 1st Avenue to Rio Road) and Scenic Road (from 8th Avenue to southern city limits). In keeping with Carmel's residential character, designation will not include any signs identifying the routes as local scenic routes.

P6-24     Recognize and designate, where appropriate, scenic routes in the unincorporated portions of Monterey County (but within Carmel's Sphere of Influence).

P6-25     Develop a Master Plan for the Mission Trail Park including the Flanders Mansion and the Martin Way Properties.     (Also implements 06-3 and 06-4.)

P6-29     Preserve the significant coastal view from the intersection of Torres Street and Third Avenue and across the City owned land near this intersection for public benefit and enjoyment.     (GP Amendment 90-01)

06-6     Protect archaeological and cultural resources.

P6-26     Establish an overlay zone and permit procedure for archaeologically significant areas. Require all major building and construction involving excavation within the potential archaeologically significant zone to conduct a reconnaissance prior to construction.

- P6-27     Should any lot be found to contain significant archaeological resources, require a use permit to mitigate any development impacts on the resource. To ensure adequate mitigation follow the standard procedures adopted by the Coastal Commission.
- P6-28     Submit the permit application from such developments to the archaeological clearinghouse as designated by the State Historical Preservation Office.
- 06-7     Minimize the generation of hazardous waste within the City and ensure that hazardous waste is transported and disposed of in a proper manner.
- P6-30     Support implementation of the Monterey County Hazardous Waste Management Plan.
- P6-31 -   Require a conditional use permit for all commercial uses that generate hazardous waste.
- P6-32 -   Provide educational information to the public on household hazardous waste materials ways to reduce the use of such materials, and safe means of disposal.
- P6-33 -   Periodically review the City's Hazardous Incident Plan for effectiveness in emergency response to hazardous waste spills.
- P6-34 -   Investigate programs for pickup of household hazardous waste and identify possible collection locations that will accept household waste.

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## Supporting Information.

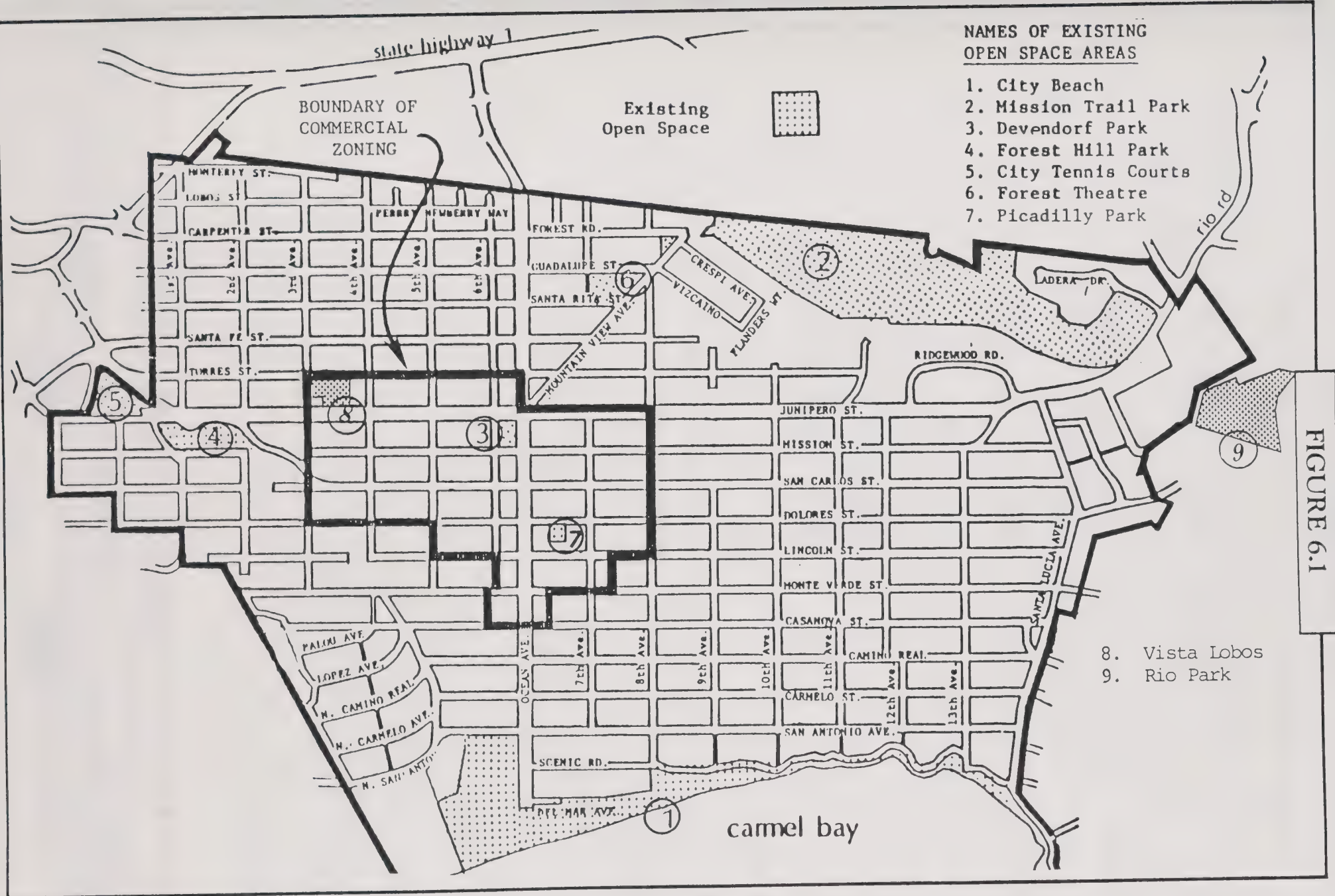
### OPEN SPACE

Existing City Owned Open Space. Several areas and blocks are reserved for park and open space purposes. Table 6.1 lists the existing publicly designated open space in Carmel. Nearly all the parks in Carmel are presently developed to serve the purpose of passive recreation. Figure 6.1 illustrates the location of existing open space areas in Carmel. These open spaces generally fall within the two City zoning designations, P-1 and P-2. These zoning designations regulate uses and protect their status as City open space.

Carmel's Urban Forest. Table 6.2 summarizes the increase in the overall urban forest on both private and publicly owned property as of 1987.

Forestry Management Plan. This Plan establishes criteria for the preservation of the health of all of the City owned trees and foliage within Carmel and specifies techniques for cutting, planting and other aspects of a proper maintenance schedule. Part of this plan is the continuous inventory of all trees, including those on private property. The inventory illustrates that despite the development which has occurred in Carmel over this past decade (1976-86) the supply of trees has not been adversely affected, but has been improved with younger, more vigorous members of the same species. As noted in the Forestry Management Plan, the City Forestry Department plants on an average of over five hundred trees per year.

Beach Management Plan. Part of the Forestry Management Plan, this document covers only the beach area. It identifies the native plants of the area, specific items which require continual attention and specific work tasks required to preserve and mitigate against the impacts of overuse of the beach. Erosion along Carmel's coastal bluffs and Scenic Road is addressed in the City's Master Beach Management and Emergency Action Plan.



Source: Carmel LCP, 1981

SCALE  
1" = 1000'CARMEL  
by the Sea

Existing Open Space

TABLE 6.1

## CARMEL-BY-THE-SEA RECREATION FACILITIES/OPEN SPACE, 1987

FACILITY	ACREAGE	FACILITIES/USE	CITY ZONING DESIGNATION
1. Carmel Beach	21.5	Swimming, picnicking, other beach related activities.	P-1
2. Mission Trail Park/Arboretum	35.0 1.3	Nature walks, jogging, picnicking, bicycling.	P-1 P-1
3. Devendorf Park	.6	Picnic	P-2
5. Forest Hill Park	2.4	Natural area, shuffle board, club house, horse-shoe pits, par course physical fitness trail, children's playground, tennis courts, restrooms.	P-2
5. Forest Theatre		Theatre and park	P-2
6. Piccadilly Park	.09	Open space, benches	CC
7. Landscaping and Mini Parks	66.9	33% of all streets	All Zones
8. Vista Lobos	1.24	Meeting Room, Observation Deck, Mini Park, Public Parking	R-4
9. Rio Park	6.24	Open Space, Trails, Ball Field	MDR (County Zoning)

P-1 = To preserve publicly owned park and beach lands for the benefit and enjoyment of present and future generations, and to prevent the destruction of natural open spaces.

P-2 = To provide appropriately located areas for recreation and recreational facilities.

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Source: Carmel LCP, 1981  
Table 8; GUIDE TO MANAGEMENT  
OF CARMEL'S FORESTS, PARKS  
AND BEACHES, 1981, pp iv 25-36



CARMEL  
by the Sea



Carmel-by-the-Sea Recreation  
Facilities/Open Space

TABLE 6.2

## NUMBER OF PUBLIC PLUS PRIVATE TREES IN CARMEL'S URBAN FOREST

<u>CLASS</u>	<u>PINE</u>		<u>OAK</u>		<u>OTHER</u>		<u>TOTAL</u>	
<u>YEAR</u>	<u>76-79</u>	<u>83-86</u>	<u>76-79</u>	<u>83-86</u>	<u>76-79</u>	<u>83-86</u>	<u>76-79</u>	<u>83-86</u>
DIAMETER								
2-6"	1323	1833	2924	4412	6749	7377	11006	13622
7-12"	1193	1366	3990	4474	1745	1272	6928	7112
13-18"	1611	1882	2168	2108	531	236	4310	4226
19-24"	1639	1419	461	367	313	75	2413	1861
25-30"	1160	948	60	58	204	45	1424	1051
31-36"	627	462	4	11	140	19	771	492
37-42"	242	187	3	1	65	12	310	200
43" +	121	107	0	2	130	20	251	129
TOTAL	7916	8204	9620	11433	9877	9056	27413	28693
+ OR -		-288		+1813		-821		+1280

Source: A GUIDE TO  
MANAGEMENT OF CARMEL'S  
FOREST, PARKS, AND BEACHES,  
1981; City Forestry Department, 1987



CARMEL  
by the Sea



Public and Private Trees in Carmel's  
Urban Forest

Scenic Walkway Plan. At the heart of this Plan is a scenic walkway extending along the top of the beach bluffs on the seaward side of Scenic Road from Eighth Avenue at the north to the Frank Lloyd Wright house that marks the southern boundary of Carmel.

One purpose of the walkway is to protect the bluffs and plants from erosion and damage due to the shortcuts taken by beach bound pedestrians over the steep and erodable cliffs.

Another important purpose of the scenic walkway is to provide a safe beach promenade which Carmel's population can enjoy. The walkway will extend an opportunity to persons, including the handicapped, to experience the beach area more fully. A 1978 report prepared for Monterey County proposes that a walkway similar to this one be developed between the Frank Lloyd Wright house and Carmel River State Beach in the unincorporated county area known as Carmel Point. The County as yet has taken no action on that report's proposal.

Potential Open Space and Acquisition Opportunities. The City is presently over 95% developed and has shown foresight in its preservation of open space. Within the city limits there are numerous parcels of land suitable for additional open space. Prime examples are the areas adjacent to Pescadero Canyon and lands adjacent to the beach area.

The existing Carmel Land Acquisition Policy (1976) states:

"Land acquisition by the City of Carmel-By-The-Sea should be confined to fulfill specific needs of the City. These needs may fall into one of the following broad categories:

- A. Land for facilities expansion; present or future needs for such as a corporation yard, city nursery, fire station, library, etc.
- B. Land for public parking; present or future needs of parking.
- C. Lots which are purchased for immediate sale: There are a number of lots that present problems to the City as they are now constituted but can become satisfactory lots upon resubdivision or imposition of deed restrictions.
- D. Lots or portions of lots that should be acquired to facilitate the flow of traffic in our streets or lots in waterways or precipitous areas that should not be built on.
- E. Parks and Beach Land: When available and needed to round out our recreational areas. Serious effort should be made to resist the removal of land from the tax rolls to satisfy this need. Carmel presently owns 10.67% of the total area of the City."

The 1976 policy listed several properties within the City that were appropriate for public acquisition at the time and that list is not incorporated herein. This Element recommends that the City update the list and establish priorities based on current needs. Results of the 1982 General Plan Questionnaire indicate the community's preference toward future property acquisitions. The following responses were given to the question, "Do you think the City should acquire more property for public use such as..."

	<u>YES</u>	<u>NO</u>	<u>NO RESPONSE</u>
Beach Property	23.4 % (417)	57.7 % (1025)	18.7 % (334)
Housing for Elderly	48.7 % (866)	38.7 % ( 689)	12.4 % (221)
Open Space	36.8 % (654)	45.0 % ( 800)	18.0 % (322)
Parking	51.4 % (913)	33.8 % ( 602)	14.6 % (261)
Parks	37.5 % (666)	45.9 % ( 816)	16.5 % (294)

Almost 34% (599) of the respondents agreed that the City now owns land that should be sold and 46.5% (827) disagreed, with 20% (350) stating no opinion.

CONSERVATION. This portion of the Element is organized in the following manner: water (including Carmel River), forests, beaches, soils/agriculture, Carmel's natural habitat (including Carmel Bay), air quality, and archaeological resources.

Water Resources. A major concern in Carmel is the availability of water for current land use and growth as defined in this Plan. The conservation, development and utilization of water resources is essential to Carmel and its environs. The City obtains water service from the California-American Water Company, a private utility with ownership of the Peninsula's water collection, treatment and distribution systems. The water resource is regulated by the Monterey Peninsula Water Management District. Currently, the District allocates water resources to the six cities and portions of unincorporated Monterey County. The allocation plan provides a fixed quantity of water for each member jurisdiction and allows the imposition of sanctions on a jurisdiction by the District if water consumption exceeds the allocation for that jurisdiction. If future water resource augmentation projects increase supplies available to the District, allocations to each member jurisdiction may change or the allocation program itself may be altered or abandoned.

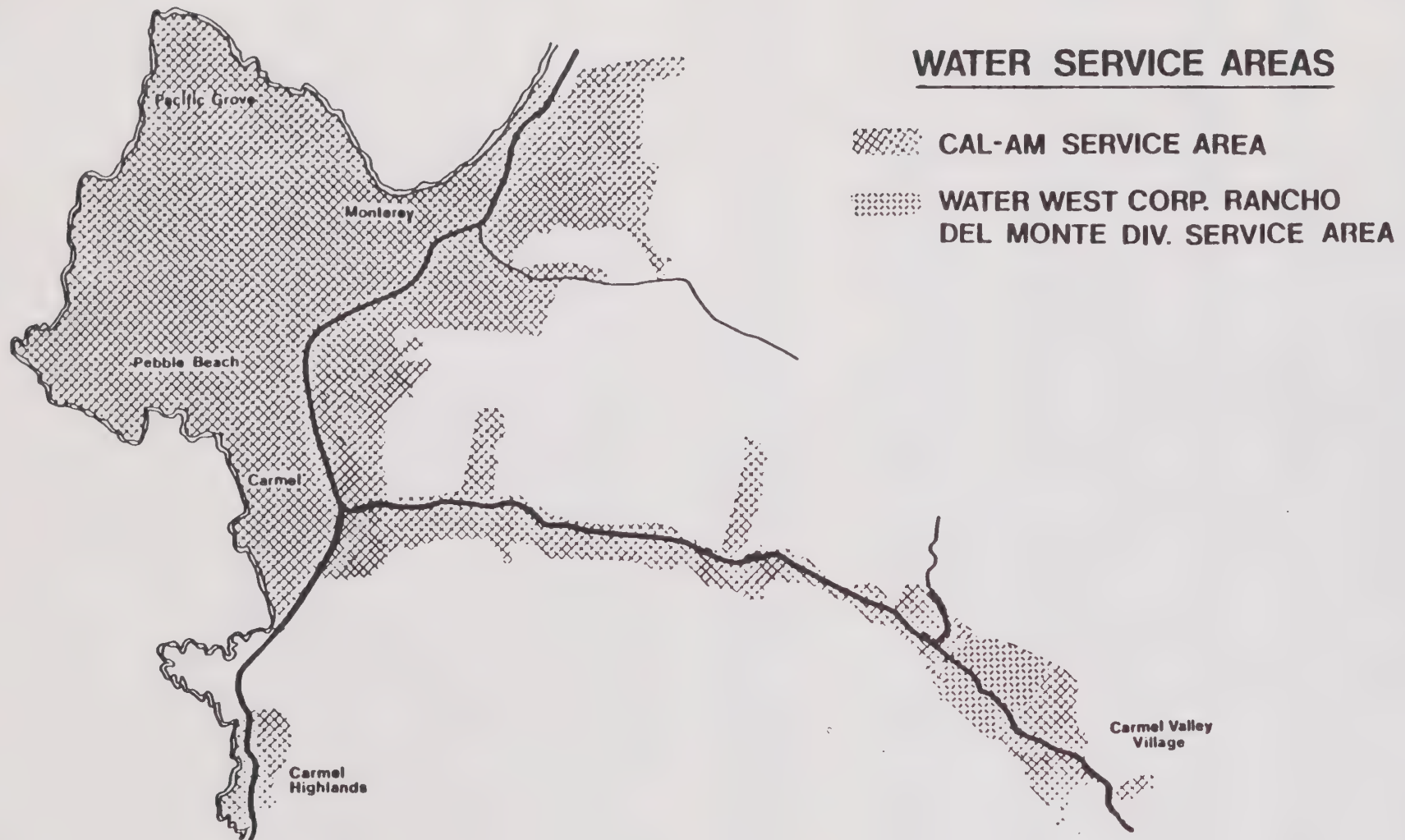


FIGURE 6.2

Source: Carmel Valley Master Plan  
EIR, 1981



SCALE  
1" = 2 mi.



CARMEL  
by • the • Sea



Water Service Areas

TABLE 6.3

## WATER CONSUMPTION BY CATEGORY

PERIOD	LAND USE CATEGORY			TOTALS	
	Residential	Commercial	Public/ Other	Acre Ft.	% Of Allocation
1978	52.5%	38.1%	1.3%	738.40	66.6%
1979	53.3%	35.9%	1.2%	914.00	82.4%
1980	51.3%	35.0%	1.6%	1,036.80	93.5%
1981	60.0%	38.1%	1.8%	970.78	94.2%
1982	58.0%	40.7%	1.3%	923.50	89.6%
1983	57.0%	41.6%	1.5%	921.60	89.4%
1983- 1984	57.0%	41.7%	1.3%	1,017.60	98.7%
1984- 1985	60.7%	37.7%	1.6%	1,008.80	97.9%
1985- 1986	53.9%	37.2%	1.4%	1,034.60	100.4%
1986- 1987	62.5%	36.3%	1.2%	1,010.40	98.0%

NOTE: Dates prior to 1982: The City's allocation was 1,109 acre feet and included non-metered uses. For these years, therefore, the sum of land use category percentages will not equal 100%. Starting in 1982, the allocation was 1,030.8 acre feet and only metered uses were measured. In January 1988, the City's allocation was raised to 1130.94 acre feet.

With a fixed water supply, the City must manage land use activities to assure that water resources are not wasted and that water is available to fulfill the Land Use and Housing Objectives of the General Plan. For this purpose, this Element establishes priorities for the use of water resources in new development and promotes on-going programs for the conservation of water resources. This Element also supports the development of new water supplies through reclamation and new water storage facilities, and directs the City to work with regional agencies to insure that sufficient water resources are available to meet the needs of potential new development anticipated in this General Plan. It must also be recognized that consumption varies from one year to another as weather and economic conditions fluctuate. Unless the Water District's allocation plan is amended to account for this variation, City policies and ordinances should set aside a 5% to 10% reserve to absorb these periodic fluctuations. In fiscal year 1985-86, Carmel used 1034.60 acre feet, or 100.4% of its total allocation. In January 1988, the allocation was raised to 1130.94 acre feet and on this basis the City's consumption for calendar year 1987 was 88.5% of the allocation.

It should be noted that the 1976-77 drought resulted in mandatory conservation measures throughout the Monterey Peninsula area, including Carmel. Consumption figures for 1978 reflect those conservation efforts while subsequent years show increasing consumption. This trend was reversed in 1982 when extraordinarily high rainfall again reduced consumption in the residential and public authority sectors. As shown on Table 6.3 the residential and public sectors had the greatest reduction in water use from 1981 to 1982. On a comparative basis, Carmel consumes less water per capita (residential connections) than any other incorporated community on the Monterey Peninsula as indicated on Table 6.4.

Comparing water consumption figures with the amount of land within the City of Carmel illustrates that the commercial areas, although comprising only 7.3% of the land area, consumed 37% of the water in 1986. Table 6.6 compares the amounts of land within the City by zoning districts and water consumption percentages.

As Table 6.6 illustrates, the largest users of water within the City are residences, but as a proportion of the total land area within the City, the commercial areas consume a disproportionate amount of water; this is due to the large number of restaurants and motels within the commercial districts.

Carmel may consider several alternatives to remain within the total water allocation in the future. These alternatives are listed under the policies section of this Element.

This Element establishes broad priorities for the use of water resources to guide development decisions during periods when potential demand for water is greater than the supply available to the City. These priorities are intended to reflect three development issues: 1) Vacant and underutilized property should have priority over intensified water use on developed property, 2) Residential development should have priority over commercial development, and 3) Water policies should not prevent or discourage the renovation, improvement or up-grading of property if water use will not be increased by such activity.

TABLE 6.4

## WATER USE PER RESIDENTIAL CONNECTION

CITY	1980 ACRE FEET PER YEAR	GALLONS PER DAY PER RESIDENCE	1981 ACRE FEET PER YEAR	GALLONS PER DAY PER RESIDENCE
Carmel	.192	171	.211	188
Monterey	.216	192	.328	293
Pacific Grove	.187	167	.325	290
Seaside	.247	221	.255	228
Del Rey Oaks	.275	245	.288	257
Sand City	.211	189	.182	162
Monterey County	.347	310	.382	341
System Average	.239	214	.272	243

Source: City of Carmel, 1982;  
California American Water Co., 1982

CARMEL  
by the Sea

Water Use per Residential Connection

TABLE 6.5

## CHANGE IN METERED WATER USE, 1979, 1981, AND 1982

CITY	ACRE FEET			% CHANGE
	1979 (a)	1981 (a)	1982 (b)	
Carmel	825.82	970.78	938.3	- 3.3
Monterey	3,609.79	4,222.41	4,198.0	- 0.6
Pacific Grove	1,638.33	1,861.78	1,907.1	+ 2.4
Seaside	1,765.37	2,085.01	2,065.9	- 0.9
Del Rey Oaks	175.71	191.93	182.9	- 4.7
Sand City	50.31	67.73	85.5	+26.2
Unincorporated	3,848.20	4,617.69	4,836.1	+ 4.7
Monterey County				
District	11,913.73	14,017.33	14,213.8	+ 1.4

Source: (a) Carmel, 1982 (Logan):  
 (b) California-American Water  
 Company, 1983



CARMEL  
 by the Sea



Change in Metered Water Use

TABLE 6.6

COMPARISON OF LAND AREA BY ZONING DISTRICTS AND WATER CONSUMPTION  
PERCENT OF TOTAL

CALENDAR YEAR	<u>RESIDENTIAL</u> R-1		<u>COMMERCIAL</u> CC, SC, RC, R-4		<u>PUBLIC/OTHER*</u> A-1, A-2, P-1, P-2, P-3	
	Water Consump- tion % of Total	Land Area % of Total	Water Consump- tion % of Total	Land Area % of Total	Water Consump- tion % of Total	Land Area % of Total
1978	57.1	53.7	41.4	7.3	1.5	39
1979	59.0	53.7	39.7	7.3	1.3	39
1980	58.4	53.7	39.8	7.3	1.8	39
1981	60.1	53.7	38.1	7.3	1.9	39
1982	58.0	53.7	40.7	7.3	1.3	39
1983	57.0	53.7	41.7	7.3	1.3	39
1984	60.7	53.7	37.7	7.3	1.6	39
1985	53.9	53.7	37.2	7.3	1.4	39
1986	62.5	53.7	36.3	7.3	1.2	39

\* Includes street rights-of-way

Source: Earth Metrics, 1982, 1983;  
Department of Community Planning  
and Building, 1987



CARMEL  
by the Sea



Comparison of Land Area by Zoning  
Districts and Water Consumption

While residents are keenly aware of conservation efforts and limited available resources, visitors may not be cognizant of the problems associated with the local conservation efforts. Education of the visiting public should be a cooperative effort between local businesses, the City, and the Cal-Am Water Company in association with the Monterey Peninsula Water Management District (MPWMD). (The Cal-Am Water Company does have a water conservation kit available dealing with shower and toilet water conservation techniques.)

Urban Forest. Although Carmel has no commercial forests, the urban forest, for which Carmel-by-the-Sea is noted, is a valuable resource and should be protected, preserved and enhanced. To this end, the Guide to the Management of Carmel's Forest, Beaches, and Parks (1981), provides specific direction and guidelines for the maintenance and enhancement of this valuable resource. Due to the complex nature of the Plan and the extensive continuous inventory and updating, the Plan should be consulted for specific policies relating to Carmel's urban forest. Several portions of the Plan were cited under Open Space discussions and should serve as a foundation for future action.

Beaches. The City of Carmel-by-the-Sea owns and maintains the beachland on its border. Pedestrian access to the beach is readily available along Scenic Road, but vehicles on the beach are prohibited since the beach is reserved for recreation and scenic purposes. Local ordinances protect shoreline trees and plant life and prohibit removal of sand. Structural development is limited to public uses and protective structures. Only maintenance of these structures is necessary and no further structures, other than a building for public conveniences, shall be permitted. The Carmel River State Beach to the south of Carmel is protected by the State, and includes a lagoon as well as the shoreline. A bird sanctuary and reserve for plant life indigenous to the lagoon preserves the wildlife habitat. The Carmel Beach Management Plan, as a part of the Guide to the Management of Carmel's Forest, Parks and Beaches (1981) has specific measures for the conservation, protection and enhancement of Carmel's beaches. These were briefly discussed in the Open Space discussion previously within this Element, and are included as part of Carmel's Local Coastal Plan.

Soils and Agriculture. Soils within the city limits and along Carmel Valley are generally in Soil Class I, II, or III, indicating that they are suitable for cultivation, pasture, range, woodland, wildlife, or urban uses. Soils south of Carmel River floodplain are generally in Soil Class VII or VIII, so they are unsuitable for most cultivation, but are broadly suited for grazing, woodland, and wildlife uses, and may be used for recreation or water supply. There are no agricultural lands within the city limits of Carmel.

Natural Habitat. Vegetation generally consists of evergreen trees in the City (as part of the urban forest) and along the coast, deciduous trees along the Carmel River, and coastal chaparral on the Carmel Valley hills within the Sphere of Influence. Plants in the Carmel area include the Monterey Pine, Coast Live Oak, Monterey Ceanothus, Monterey Cypress, Eastwood's Ericameria and Point Lobos Eriogonum. The Monterey Peninsula is well known for its abundance of wildlife, both marine and terrestrial. Squirrels and birds frequent the urban area of Carmel as well as the residential district, and many creatures inhabit the woodland and water areas. The Pescadero Canyon wetlands, Carmel River wetlands, Carmel Bay Ecological Reserve, and Mission Trail Park have been identified in the certified Carmel Local Coastal Program Land Use Plan as environmentally sensitive habitat areas. The 1976 Coastal Act requires that such areas be protected against any significant disruption of habitat values.

The majority of the Carmel River is in private ownership. The marshland at the mouth of the river, the Carmel River State Park, is protected by the State. A small portion of this land is owned by the Carmel Sanitary District where the Carmel Sewage Treatment Plant is located. Water based recreation is popular along both the coast and the Carmel River, where activities include boating, fishing, surfing and skin diving.

Carmel Bay. Carmel Bay is designated as an Area of Special Biological Significance (ASBS) by the State Water Resources Control Board. Figure 6.3 illustrates the area so designated. Areas of special biological significance are those areas designated by the State Water Control Board as requiring protection of species or biological communities to the extent that alternation of natural water quality is undesirable.

Air Quality. Good air quality prevails in the region of the Central California coast from Monterey Peninsula southward. Excellent ventilation provided by fresh breezes off the Pacific Ocean and limited sources of pollutant emissions near the City (primarily State Highway 1 traffic) inhibit the buildup of high concentrations of air pollutants. Federal and State ozone standards have seldom been exceeded in this area. At the Monterey City air monitoring station, which was discontinued in mid-1984, only 2 hours between 1976 and 1984 actually exceeded the standards. Between 1976 and 1985, the Carmel Valley monitoring station recorded 15 hours of ozone exceeding the standards. Total suspended particulates were not monitored continuously during that time; they are now being monitored at the Carmel Valley monitoring station.

Hazardous Waste Management. In 1989 the City adopted the Monterey County Hazardous Waste Management Plan (see Appendix E). The purpose of the Plan is to develop a region wide hazardous waste management program including identification of:

- (1) hazardous waste generation needs,

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- (2) means of minimizing the generation of hazardous wastes,
- (3) suitable sites for hazardous waste management facilities,
- (4) source reduction programs including small quantity generators and household hazardous wastes,
- (5) Strategies for minimizing the hazard posed by the transport of hazardous waste.

In Carmel-by-the-Sea hazardous waste is generated by households (paint products, motor oil, solvents, insecticides, oven cleaners and disinfectants) and small quantity commercial generators (dry cleaners, service stations, and photo processing). In 1986, the Monterey County Health Department estimated that 11 businesses generated hazardous waste. All of the sources were considered small quantity generators, generating less than 1,000 kilograms of waste per month.

Hazardous waste generation per households is estimated at seven pounds of waste per year (source Monterey County Health Department, May 1989). In 1989, annual volume for Carmel-by-the-Sea residents was estimated at 11.41 tons.

Major hazardous waste generators are known through registration with the State Health Department. In 1989, 2.23 tons of waste were shipped from Carmel-by-the-Sea and registered as manifest waste.

Compared to county-wide waste generation, this community generates relatively little hazardous waste because of the small population and limited number of waste-generating commercial businesses. Future additional hazardous waste generation will primarily be from an increase in the number of households. Land use policies of the City limit the expansion of commercial uses, so that future additional commercial sources of waste will be limited.

The City of Carmel-by-the-Sea has no facilities for permanent storage or transfer of hazardous waste. The City has no industrial zone or zoning district compatible with a hazardous waste site. An analysis of siting a hazardous waste facility in Carmel-by-the-Sea was conducted based on criteria established by the State of California and Monterey County Hazardous Waste Management Plan. This analysis determined that Carmel-by-the-Sea is not suitable for siting a hazardous waste management site (see Duffy, Carmel-by-the-Sea Hazardous Site Analysis, September 1989).

Hazardous waste generated by small commercial operators is transported and disposed of outside the community. Household generators must dispose of materials individually. Frequently, materials are improperly disposed of through the regular trash pickup or poured down the storm drains. Long-term storage on residential sites creates a health and safety hazard.

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Programs are needed in the community that will (1) insure that the generation of hazardous waste materials is reduced, (2) provide household generators a convenient means of disposal of materials, and (3) monitor commercial generators transport and dispose of materials in a proper manner.

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Archaeological Resources. Figure 6.4 illustrates those areas of Carmel that have been identified as potentially archaeologically significant areas. Adopted policies of the Local Coastal Plan are intended to address these potential areas at the time of construction. Existing policies adopted as part of this Element are listed under the Policies section.

## SCENIC HIGHWAYS

State Scenic Highway System. The State Legislature has identified certain portions of the State highway system as proposed scenic highways. Before a highway on the State's Master Plan of Scenic Highways can become an "officially designated" (adopted) scenic highway, the State and local jurisdiction must jointly develop a plan and program for protection of the scenic corridor. Special scenic conservation treatment is required in the design of these highways and in the development of the adjacent scenic corridors.

The three officially designated (adopted) scenic highways in Monterey County are: Highway 1 from the San Luis Obispo county line to the Highway 68 interchange near the Naval Post Graduate School in Monterey, a distance of 78 miles; Highway 68 from Highway 1 to the Salinas River; and Highway 156 from Castroville to Highway 101.

Monterey County Scenic Highway System. Monterey County's scenic highways are identified in the Scenic Highway Element (1974) of the County's General Plan. The two officially designated County scenic highways are, Los Laureles Grade Road between Highway 68 and Carmel Valley Road, and Interlake Road, a county road crossing the Nacimiento-San Antonio Reservoir Recreation Area.

Proposed Local Scenic Corridors in Carmel. Two corridors are recommended in the Element for future study leading to possible adoption as official scenic corridors. (See Figure 6.5)

Junipero Avenue. (From 1st Avenue to Rio Road) Junipero Avenue has been paved to the natural contours of the land and lacks visual distracting street signals and directional signs. From north to south, Junipero Avenue provides access to and/or scenic views of the City tennis courts, Forest Hill Park, the commercial district, Devendorf Park, Sunset Community and Cultural Center (via Eighth or Tenth Avenues), Mission Trail Park and the Carmel Mission (via Rio Road).

Scenic Road. (From Eighth Avenue to southern city limits) Scenic Road is a one way roadway which meanders south, along the Cypress trimmed beach bluffs, beyond the southern city limits, past the historic Robinson Jeffers Tor House, and ending along the Carmel River State Beach. The junction of Scenic Road and Santa Lucia Avenue, where Scenic Road becomes a two way road, provides an uninterrupted view of the length of the city beach from Pebble Beach to Carmel Point. Formal pedestrian access to the beach is available from Scenic Road at several points.

FIGURE 6.3

Ref. Map: USGS Monterey Bay, CA



Source: California State Water Resources Control Board, 1976

CARMEL  
by·the·Sea

Carmel Bay—Area of  
Special Biological Significance

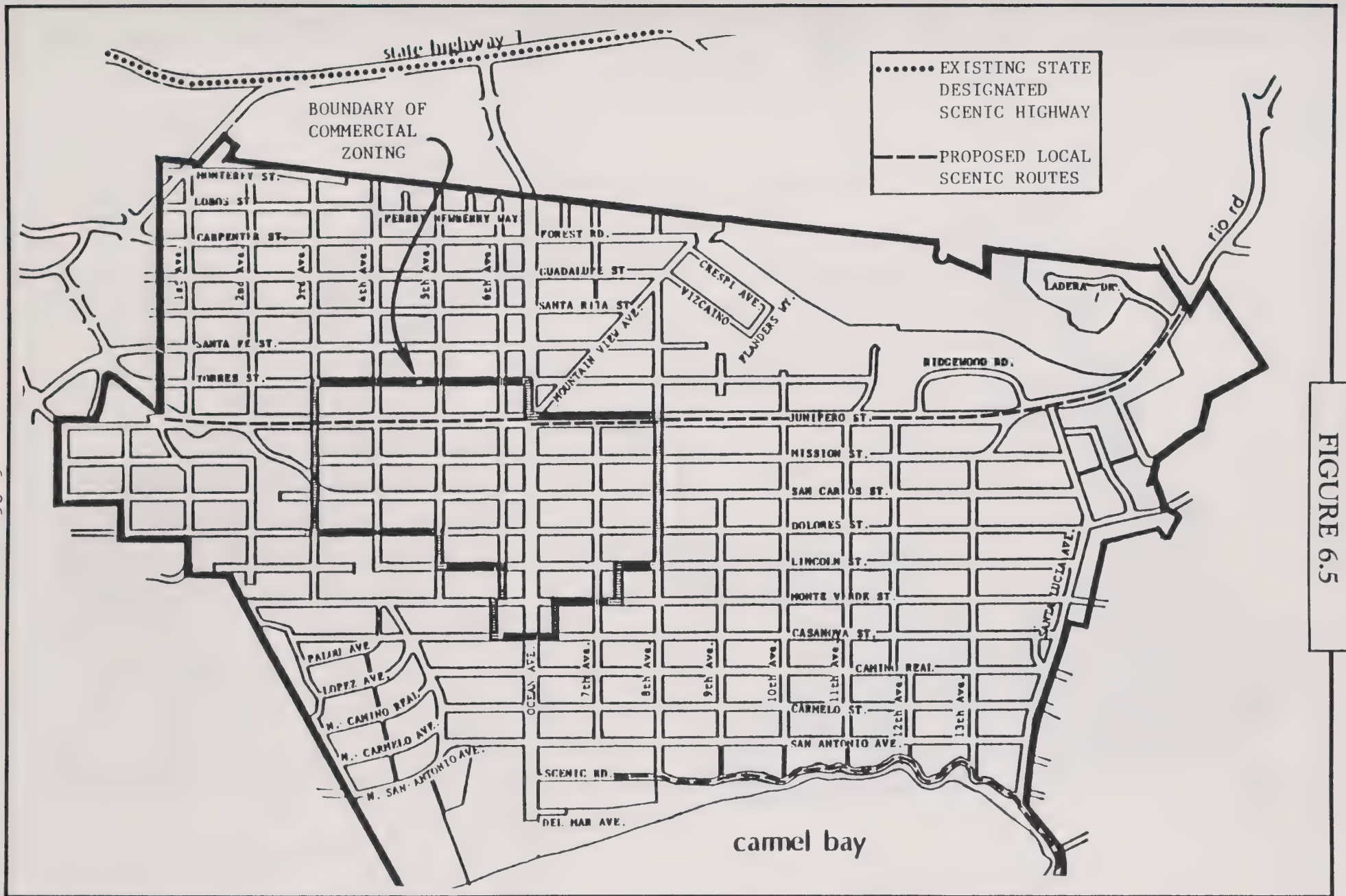


FIGURE 6.5

Source: Monterey County  
General Plan



SCALE  
1" = 1000'



CARMEL  
by the Sea



Scenic Routes, Existing and Proposed

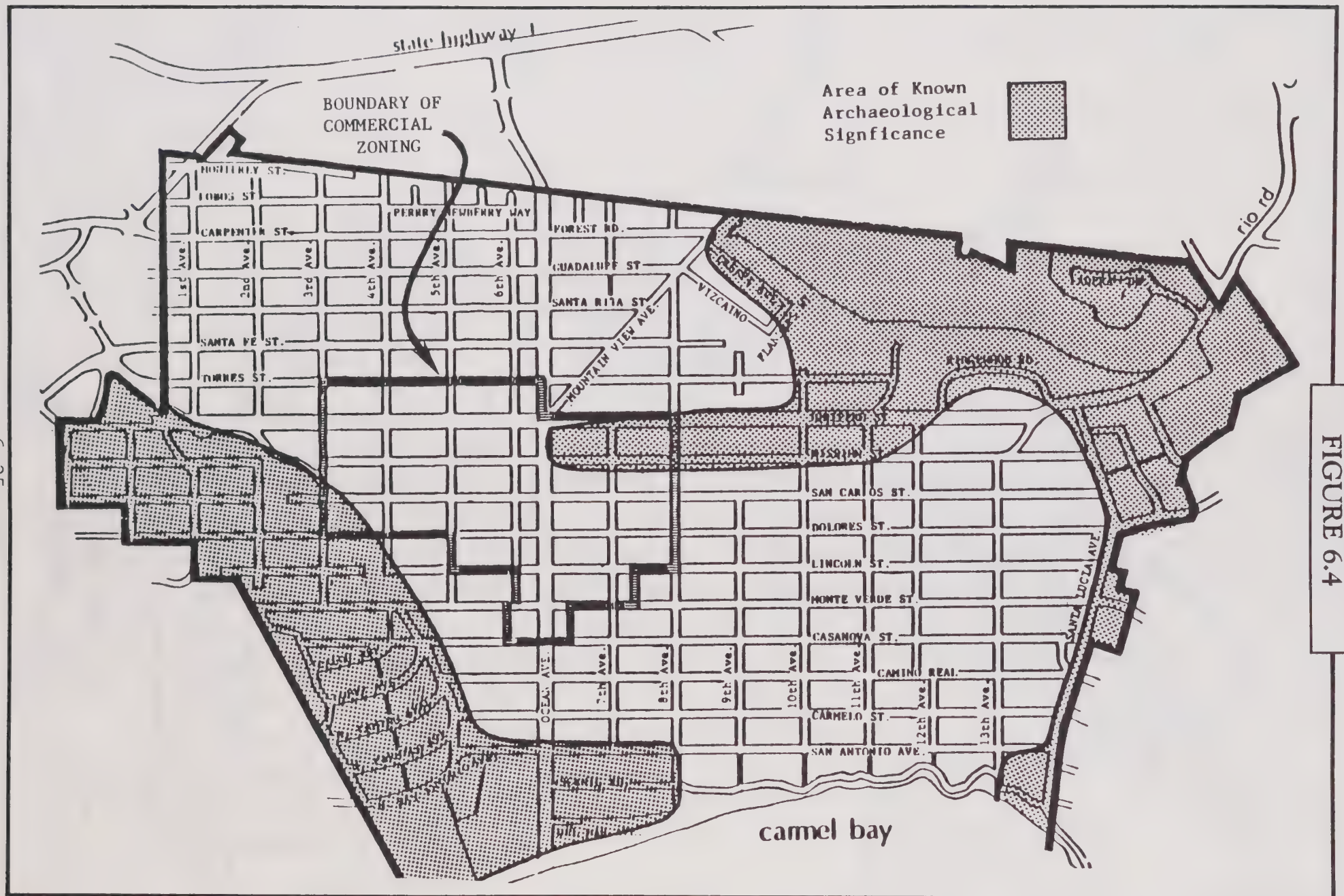


FIGURE 6.4

Source: Carmel LCP, 1981



SCALE  
1" = 1000'



CARMEL  
by • the • Sea



Areas of Known Archaeological Significance

7.

Environmental  
Safety  
Element





## Introduction and Purpose.

The City of Carmel-by-the-Sea has chosen to combine the Seismic Safety into a single Element entitled Environmental Safety. This Element defines environmental hazards and establishes policies so that effective measures can be taken to reduce risk and minimize damage in the event of earthquake or other natural disaster.

The technical data this Element is based upon previous studies completed for Monterey County (including the General Plan Seismic Safety Element) and the Monterey Peninsula area and directly incorporates sections of these studies. These studies include the following documents: Seismic Safety Element for the General Plans of Carmel, Del Rey Oaks, Monterey, Pacific Grove and Seaside, William Spangle & Associates (1975); and Burkland & Associates, Geotechnical Study for Seismic Safety Element, Monterey County, California (1975). The Environmental Safety Element provides a general interpretation of geotechnical information available from public and private sources and should be considered as an initial data source for general planning use. More detailed data sources must be consulted for analysis of specific sites.

## Issues of Local Significance.

Issues of local significance which pertain to environmental safety include the following items:

- The potential high fire hazard posed by the urban forest and older wood structures in Carmel.
- The potential for fire spreading rapidly from the wildland areas east of Carmel to urbanized areas.
- The potential for tsunami events along Carmel's beachfront.
- Although not within the City limits, the potential flooding along Carmel River (within Carmel's Sphere of Influence).
- The potential for an earthquake in the region.
- Greater awareness of the safety needs of older people since over 45% of Carmel's population is over 55 years (1980 census data).

## Goals, Objectives and Policies.

- G7-1 To reduce loss of life, injuries, damage to property, and economic and social dislocations resulting from earthquakes, fires, geological hazards and/or other disasters; identify potential problems relating to environmental safety; encourage public awareness concerning the consequences of natural disasters and hazards as they affect Carmel.
- O7-1 Define the type and nature of potential environmental hazards in and near Carmel to guide risk reduction measures for new construction and structural and non-structural hazard abatement where needed in existing development.
- P7-1 Establish a program to evaluate existing structures and facilities to identify conditions which present excessive risk. Give priority to identification of critical and high occupancy facilities.
- P7-2 Require soils reports and geologic investigations in all instances of development or land use changes and in which available information indicates there is a substantial threat from earthquakes to life or property on any site. Record the location and extent of areas covered by soil and geologic investigations received by the City; the reports thereon shall be considered to be public records. Where appropriate, utilize the results of such detailed investigations to supplement and supercede more general information.
- P7-3 Require geotechnical investigations to improve the accuracy of mapping and further define the characteristics of a fault for all real estate developments, public facilities, and structures for human occupancy proposed to be located in any fault zone classified as active or potentially active.
- P7-4 Examine all existing utility lines that cross active or potentially active fault traces to determine their ability to survive fault movement in the amount likely to take place in the particular location. Ensure adequate emergency water supplies are established and maintained in areas dependent upon water lines which cross active fault traces. (Also implements O7-3)

- P7-5 Allow no structures to be built in areas subject to ground failure, erosion, coastal erosion, or landsliding unless mitigating measures are taken to limit damage to the levels of acceptable risk.
- P7-6 Take all reasonable measures to reduce potential tsunami damage, including establishing and enforcing standards of construction for structures, and formulating post disaster plans for debris clearance and emergency repairs to essential facilities. (Also implements O7-3)
- P7-7 Continue yearly inspections of commercial and public structures and maintain the requirement that all new commercial structures have either a sprinkler system or an alarm system.
- P7-8 Continue to clear vacant lots of excessive vegetative growth.
- P7-9 Explore methods of reducing fire hazards in Carmel.
- P7-10 Minimize placement of any new residential structures in areas subject to flooding and define such areas in a manner appropriate for Carmel. (Also implements O7-2)
- P7-11 Take all reasonable measures to reduce potential flood damage, including compliance with the building requirements of the Flood Disaster Protection Action of 1973 (U.S. Congress, 1973). (Also implements O7-3)
- P7-12 Include in the Public Works Department budget funding for a public tree inspection program in recognition of the fact that falling trees constitute environmental safety hazards such as injuries, fires, broken power lines, and damage to property.
- P7-13 Retain, where feasible, the City's natural open water courses for surface water run-off. (Also implements (O7-2))
- P7-14 Require new developments to evaluate the rate of water run-off and volume and location of discharge to ensure that adequate drainage systems are available.

(See also P7-35)

- O7-2 Provide the Carmel City Council, Planning Commission and community at large with a guide to planning for appropriate uses of land in relation to identified environmental hazards.

- P7-15 Review existing City codes and, if necessary formulate and apply standards for structural design and other building components to achieve safety consistent with acceptable levels of risk.
- P7-16 Adopt a City policy which outlines procedures for toxic spills.
- P7-17 Control uses of land to avoid exposure to risk in excess of the level generally acceptable to the community (defined as Acceptable Risk in Appendix B.3, under separate cover).
- P7-18 In applying planning policy, treat faults classified as potentially active the same as active faults until geotechnical information is accepted by the City demonstrating that a fault is not active.
- P7-19 Consider the lands within one eighth mile of faults shown on Figure 7.1 as a fault zone characterized by potential seismic hazards until geotechnical investigations accepted by the City indicate otherwise for either an entire fault zone or for any specific locations within any zone.
- P7-20 Require new roads, bridges and utility lines (either public or private) that cross active or potentially active fault traces to be designed and constructed in a manner which recognizes the hazard of fault movement. Require water, gas and electric lines to be equipped with shutoff devices which utilize the best available technology for quick shutoff consistent with providing reliable service.
- P7-21 Require all structures to be designed and constructed to: a) resist without damage a minor earthquake with an epicenter on the closest potentially active fault; b) resist a moderate earthquake without structural damage, but with some non-structural damage allowable; c) resist without collapse a major earthquake of the intensity or severity of the strongest experienced in California, but with some structural as well as non-structural damage allowable.
- P7-22 For any decision to locate substantial structures in a location highly subject to ground failure, erosion, or landsliding, carefully consider alternatives and the probable costs and benefits as related to the risks. Require adequate geotechnical investigations to be undertaken to provide necessary information.
- P7-23 Review areas proposed for annexation with respect to the hazards identified in this Element and the effect on existing and future provision of services.

P7-24 Periodically review the Seismic and Safety Element policies of surrounding jurisdictions on the Monterey Peninsula, and where appropriate, coordinate on mutual environmental safety programs.

(See also P7-10, P7-13 and P7-28)

O7-3 Ensure that essential facilities or those which will be essential in event of emergency will continue to function in the event of a disaster.

P7-25 Locate, design and operate critical facilities (such as major transportation links, communications and utility lines, and emergency shelter facilities) in a manner which maximizes their ability to remain functional in an emergency. In those instances where critical facilities are located in or cross high hazard areas, take all reasonable measures to insure continuity or quick restoration of service.

P7-26 Require structures for human occupancy and critical facilities to be located appropriate distances from active or potentially active fault traces shown on Figure 7.1

P7-27 Require dynamic ground motion analysis and responsive structural design for all new high occupancy structures and structures whose continued functioning is critical after a disaster.

P7-28 Avoid placement of critical facilities and high occupancy structures in areas subject to ground failure during an earthquake. (Also implements O7-2)

P7-29 Identify and evaluate specific facilities that would be needed to respond to major disasters and their capacity to survive a major disaster. Designate alternative facilities for post disaster assistance in the event that primary facilities are not available for use.

P7-30 Identify and evaluate critical elements in the transportation system to determine survival capacity of such structures as bridges and overpasses and the potential for major blockages of transportation links due to falling objects or ground failure.

P7-31 Periodically re-evaluate provisions of the Carmel-by-the-Sea Emergency Plan to assure the community the best possible assistance.

P7-32 Facilitate post-disaster relief and recovery operation through the City Emergency Plan. (Also implements O7-4)

(See also P7-4, P7-6 and P7-11)

O7-4 Increase public awareness of fire, seismic and other natural hazards, and of the means available to avoid or mitigate the effects of these hazards. In coordination with AMBAG and other local agencies, develop educational programs related to these hazards.

P7-33 Prepare an adequate warning and evacuation plan for development and recreational uses which exist along the shoreline generally and specifically below the 150' elevation which are susceptible to tsunami events.

P7-34 Educate the public about environmental hazards and measures which can be taken to protect their lives and property.

P7-35 Encourage property owners to retrofit older structures with fire detection and/or warning systems. (Also implements O7-1)

P7-36 Develop public education programs related to home fire hazards and to the urban forest unique to Carmel.

P7-37 Designate primary and secondary evacuation and service routes for the City of Carmel-by-the-Sea and its Sphere of Influence, in coordination with Monterey County.

(See also P7-32)

## Supporting Information.

The Geotechnical Study for the Seismic Safety Element, Monterey County, prepared by Burkland and Associates, February 7, 1975, and the William Spangle & Associates Seismic Safety Element for the General Plans of Carmel, Del Rey Oaks, Monterey, Pacific Grove, and Seaside provide descriptions and evaluations of regional seismic hazards. These studies are intended to be utilized in interpreting the seismic safety policy set forth in this Element and applying such policy in Carmel-by-the-Sea city limits and its Sphere of Influence. Excerpts of portions of the Geotechnical Study most closely related to seismic safety policy are included. As new information on seismic conditions and hazards becomes available and is accepted by the City, it will be used to supercede or augment information in the Burkland and Spangle reports.

SEISMIC CONDITIONS AND NATURE OF HAZARDS. California is situated in a seismically active area known as the circum-Pacific seismic belt. The circum-Pacific belt roughly approximates the continental lands adjacent to the Pacific Ocean and 80% of the world's earthquakes occur along this belt in Chile, Peru, California, Alaska, and Japan. The largest earthquakes measured within this Pacific belt occurred off the coast of South America in 1906 and off Japan in 1933, each with a Richter magnitude of 8.9. The greatest known earthquake on the California coast occurred near San Francisco in 1906, with a Richter reading of 8.3. Most of California is subject to earthquake ground shaking, and future earthquakes capable of producing damage and changes to the coastal zone are inevitable.

Along the California coastline, the disastrous effects of earthquakes may be manifested in any of several ways: 1) faulting and ground rupture, surface or near surface fault displacement may cause the destruction of structures over the rupture areas; 2) ground shaking, the shaking itself may cause building damage or collapse; 3) ground failure, the shaking may cause unstable coastal bluffs to give way and cause landsliding, slope failure, or lateral spreading; 4) liquefaction, structures built upon fill or sand spits may sink, tilt, or even topple as a result of liquefaction; and 5) tsunamis (seismic sea waves) may result from distant earthquakes. The California Division of Mines and Geology has estimated that if present conditions continue, damage due to ground shaking alone will reach \$21 billion statewide in California between 1970 and 2000 (California Division of Mines, Bulletin 198, p. 7). An uncertain portion of this figure would affect the coastal zone. These hazards are discussed more fully in Appendix B, Geologic Hazards, under separate cover.

Local Faults. Earthquakes on the following active or potentially active faults could present hazards to Carmel: San Andreas, San Gregorio-Palo Colorado (or San Gregorio-Hosgri), Chupines, Navy, and Cypress Point. The San Andreas Fault traverses much of California and its nearest point is only about 30 miles from Carmel. An earthquake of magnitude 8.0 or higher on the San Andreas Fault could result in substantial structural damage locally. This fault probably represents the most severe hazard to Carmel despite its distance.

The San Gregorio Fault intersects the San Andreas system in the San Francisco area and extends south as close as 4 to 4.5 miles from Carmel. The effects of a major earthquake on this fault would be nearly equal to those of the San Andreas. The Chupines Fault approximately underlies Highways #218 and #68 and has been traced southeasterly as far as upper Carmel Valley. This could be considered as a "potentially active" fault, as is the Cypress Point Fault which occurs at Carmel's extreme southwesterly city limit. The Navy Fault is an active fault which has been traced from the Monterey Naval Postgraduate School southeasterly to the Carmel Valley near Dorris Road. The Chupines, Cypress Point and Navy Faults are extensions of the "Monterey Bay Fault Zone" which underlies Monterey Bay.

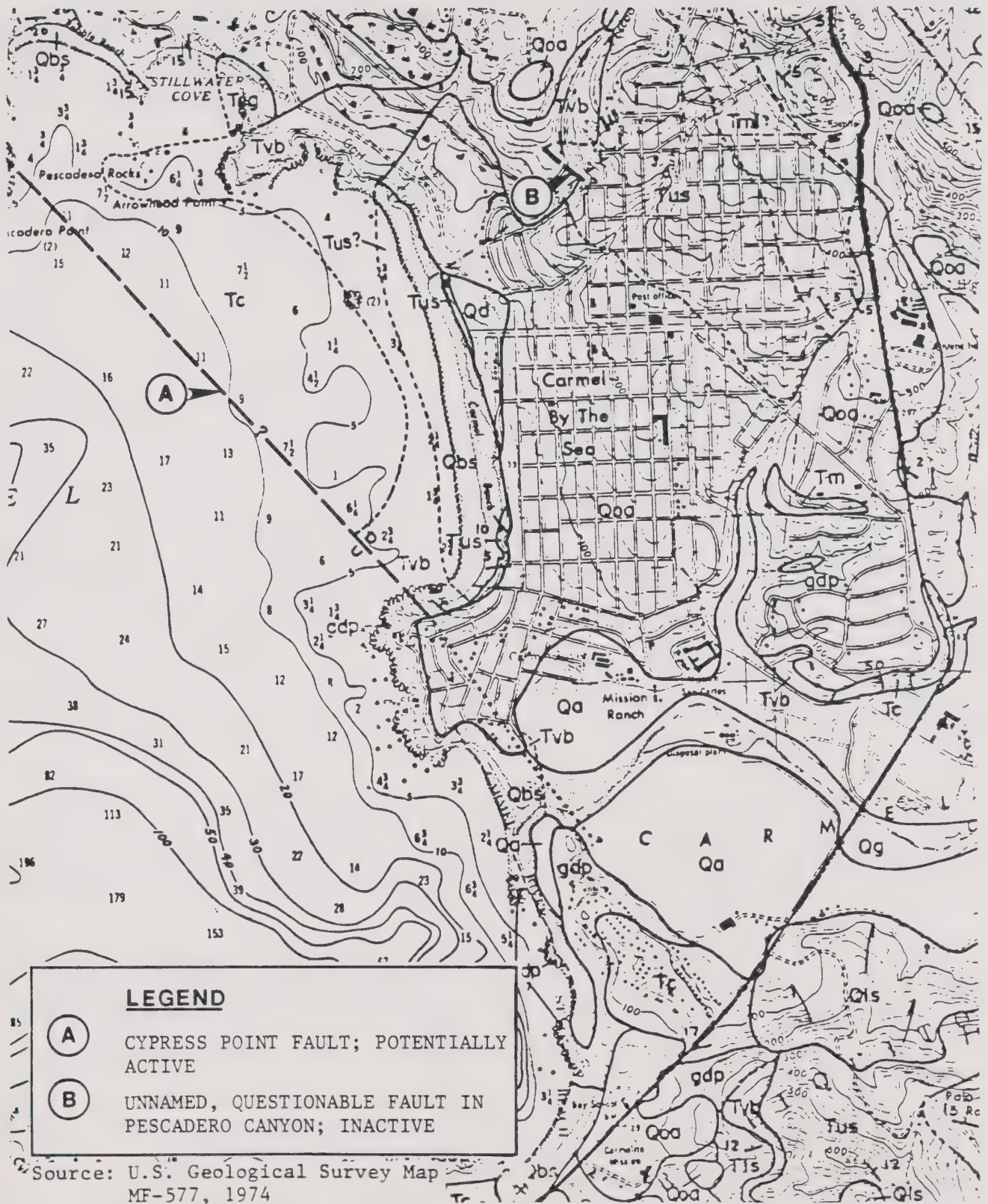
Mapping of Hazards. Figure 7.1 shows the location of fault lines near Carmel. This map was developed by the U.S. Geologic Survey and should be illustrative only; specific development should require a case by case evaluation of the potential for hazards.

Active and potentially active faults are mapped as lines rather than zones. It should be recognized that areas immediately adjacent to the mapped fault lines may include secondary or branch faults. Therefore, the active and potentially active fault lines shown on the maps should be treated as zones of approximately an eighth of a mile on either side of the fault lines. This corresponds with the width of Special Studies Zones established pursuant to the Alquist-Priolo Act. The hazard potentials along the active and potentially active faults include a high potential for ground rupture and a moderate to severe ground shaking potential near the fault.

Areas of tsunami hazard are shown on the basis of past history within the City. The general hazard potentials include a high hazard for flooding along the beaches and a high hazard with respect to damage due to wave action.

The general hazard potentials for unstable upland areas include a moderate to high hazard with respect to landsliding and a low to moderate hazard potential with respect to ground shaking. It should be noted, however, that the potential hazards with respect to landsliding, even though they are rated moderate to high for the category as a whole, can be locally severe, particularly in areas of existing or previously identified landslides. Also more detailed geotechnical studies may prove that individual areas within the mapped unit are sufficiently stable to support certain land uses.

FIGURE 7.1



SCALE

1"=2000'



CARMEL  
by the Sea



Potential Seismic Hazards

Relatively stable areas include primarily the upland areas and some minor zones in the low lying hills adjacent to the alluvial valleys. These areas are considered to be the most stable areas within Monterey County with respect to ground failure potentials. They are also considered to be areas which have only low to moderate ground shaking potential.

Geotechnical Evaluation Procedures and Definition of Acceptable Risk. Establishing procedures for requiring further geotechnical evaluation and understanding and making land use decisions based on definitions of acceptable risk are two other important steps in environmental safety planning. Appendix B (under separate cover) contains important technical data in both of these areas.

FIRE HAZARDS. Fire poses a significant threat to life and property. Fire prevention and safety measures must be evaluated in all land use and community wide decisions. Fire hazards in the Carmel planning area can be categorized by fires within urbanized areas, and fires within undeveloped areas or wildland fire areas.

Urban Fires. Carmel has an urban forest within its corporate city limits. The present completed survey (the Continuous Inventory now used) indicates there are 12,166 trees 2" in diameter and larger; pine, oak, acacia and cypress comprise 89% of the total. (Carmel LCP, 1981) While this forest is a major community asset, it also poses a potential significant fuel source for a fire within the community. Fires can be a threat within built up areas of a community; there is the ever present danger of rapidly spreading fire. The high density of structures within the Carmel business district and numerous trees increase the fire hazard. In addition, most construction within Carmel contains wood; most roofs are made of combustible materials, while some are made of tile.

Fires in homes can result from a number of causes, though primarily through human carelessness. Other causes include faulty heating systems and substandard electrical wiring. In addition, high density development, small setbacks and narrow roads limit the effectiveness of fire fighting efforts.

A quick spreading fire along the Ocean Avenue commercial core is a possibility. The requirement for a sprinkler system in buildings of over 4,000 square feet has reduced the potential for rapidly spreading fires in commercial structures. The requirement that buildings not exceed two stories in height also helps to relieve hazards (City of Carmel-by-the-Sea, 1973).

Wildland Fire Hazards. The majority of land within the city limits of Carmel is considered developed and the majority of undeveloped land is designated open space either due to public ownership or open space requirements for private building development. The unincorporated area adjacent to Carmel but within the Sphere of Influence is of a lower residential density with much of the area being undeveloped hillsides. This immediate area may be classified as a wildlife fire hazard areas with a moderate to high potential for wildland fire (Monterey County Safety Element, 1975).

Several factors affect the hazard potential that can be expected from a wildland fire: the various combinations of vegetative cover; the type and intensity of land use; the summer climate conditions; the prevailing slope; surrounding land uses; and access.

Development of some locations has reduced the fire hazard by removing flammable vegetation. Such activity has also introduced greater numbers of people into more outlying locations, thus increasing the potential for fires being started. The most significant factor determining overall fire risk is human proximity. The majority of wildland fires are caused by people and the remaining fires are started primarily by lightning. New land development may suddenly cause drastic increases in the frequency of fires in areas that have had few fires in the past. The increase in activity of off road vehicles, such as motorcycles and minibikes, is becoming an ever increasing source of brush fires as the trend continues toward more recreational pursuits.

Wind direction and strength rival human proximity and vegetation as significant factors affecting fire hazard. Also, the steeper the slope, the faster the vegetation burns because of preheating. Steep canyons and hillsides can also funnel winds and create significant drafts that greatly add to the uncontrollable nature of wildfires.

Another contributing factor to wildlife fire potential is accidents related to spark discharges from transmission lines or leakage from pipelines carrying flammables in and adjacent to brush areas.

Lastly, access is a significant factor since it involves the difficulty of delivering both equipment and personnel to a fire. Containment being a key objective, areas of limited accessibility have a correspondingly greater potential for fire spreading.

Fire Department. The City of Carmel had eight full-time paid staff and approximately 30 volunteers to aid in firefighting. The Fire Department has four Class A pumpers. Automatic response service is provided by the Department to any fire within the one square mile of the City. In addition, the City has written contracts with surrounding Monterey Peninsula communities to provide for both ingoing and outgoing assistance. The Fire Department also staffs an ambulance for the Red Cross. The general response time for the Carmel Fire

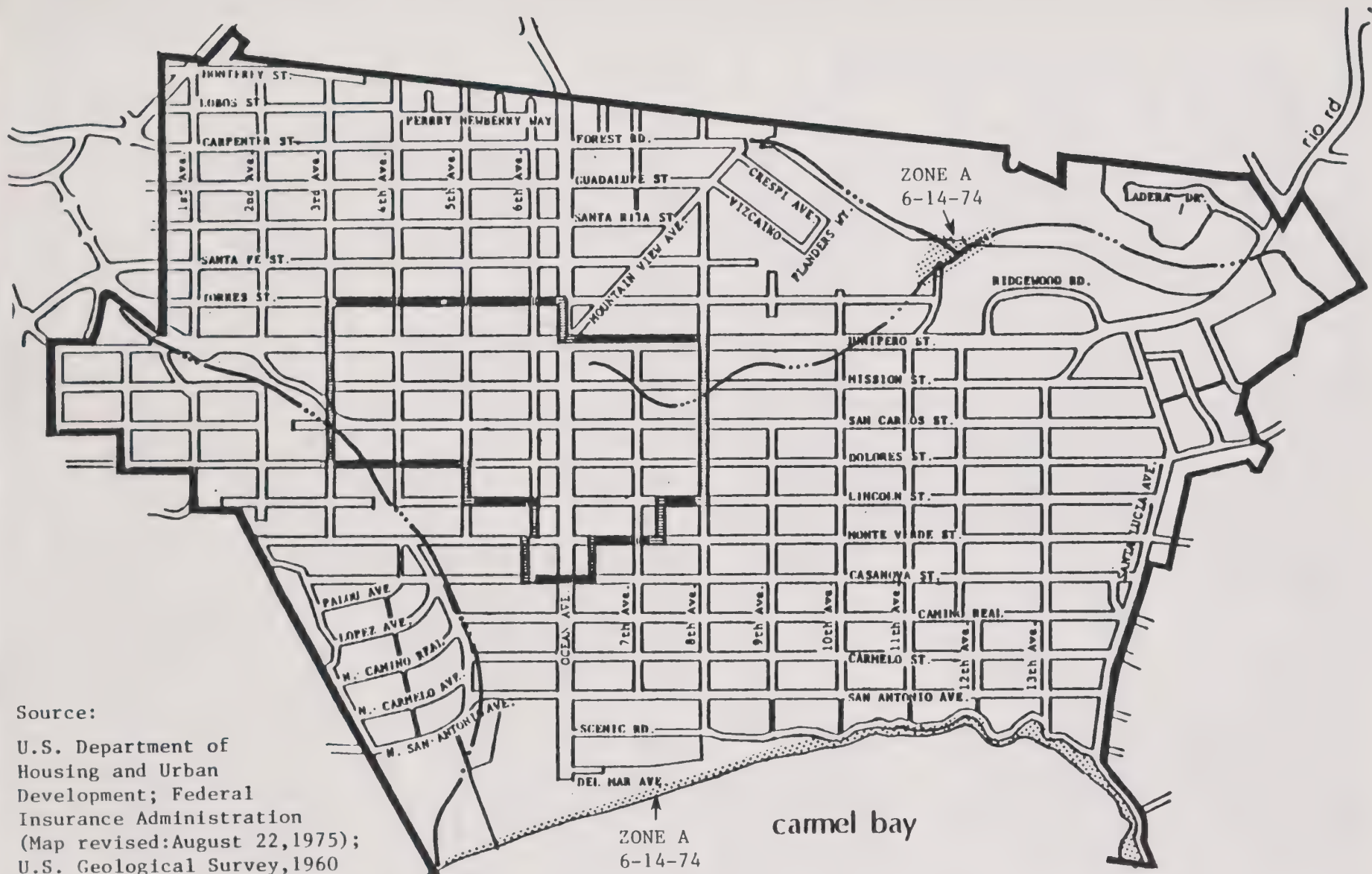
Department is cited as between two to five minutes of initial contact. Fire protection service levels can be measured by the number of companies or the manpower that can reach a fire within a given time. The size and location of a fire station should respect average travel time and travel distance criteria. The Insurance Service Office (ISO) considers actual fire losses and travel time for a two mile radius to establish the rating for a city. The rating received by a city substantially affects the insurance premiums which property owners must pay. Carmel-by-the-Sea is presently rated a Class 5 city; the best possible rating is 1 and the worst is 10. The Fire Department has been very aggressive in instituting warning systems in commercial buildings. Any new or renovated commercial building is required to have an installed sprinkler system and/or an alarm. New residential structures are required to have smoke alarms. (Carmel-by-the-Sea Fire Department, 1981)

FLOOD HAZARD. Carmel is located on a sloping terrain which offers good storm water runoff into both the Pacific Ocean and the Carmel River. There are two areas of the City, however, which have been identified as being prone to flooding: the beach front and the Mission Trail Park (see Figure 7.2). The beach is subject to flooding during high tide and beach sand is lost yearly during winter storms. The Mission Trail Park site is currently owned by the City and primarily used as a park. This use mitigates some of the damage which would normally result from the retention of water on the site. The only 100 year floodplain in the area lies outside the city limits along the Carmel River and up to 16th Avenue. Mission Fields, a residential area, is within the 100 year floodplain, as are the Carmel Center/Carmel Rancho shopping centers.

Erosion and Landslides. Erosion is a natural process caused by wind, water, and gravitational forces. This process generally creates two problems: the wear and removal of soil from one site and its deposit in another. The removal of soil can be damaging through gully erosion, wind blown erosion, the erosion of stream courses and banks, and the erosion of coastal dunes and beach area. Soil deposit damage affects flood plains, rivers, lakes, reservoirs and may clog drainage structures. Development activities frequently accelerate erosion related damages and losses.

Climate is another major contributor to potentially high erosion rates. This is due to a number of factors:

- Geologic studies indicate that erosion is highest in areas where annual precipitation is between 7" and 18". Annual precipitation on the Monterey Peninsula ranges from 12.7" on the coast to 17.7" at the higher elevations.
- Most of Carmel's rainfall occurs during the winter when temperatures are too low for rapid vegetative growth.
- When rainfall comes it is of relatively high intensity.



Source:

U.S. Department of  
Housing and Urban  
Development; Federal  
Insurance Administration  
(Map revised: August 22, 1975);  
U.S. Geological Survey, 1960

FIGURE 7.2



SCALE  
1"=1000'



CARMEL  
by the Sea



Carmel Area Flood Hazard Zones

Erosion on sloped inland areas and at the shoreline (beach) has been a problem for much of Monterey County, including Carmel. (See Slope Stability and Erosion data, Distribution of Hazards in Appendix B.2) A discussion of Carmel beach erosion is included in the Open Space/Conservation/Scenic Highway Element. The hazards due to erosion are difficult to separate from those due to flooding and landsliding. In some cases, erosion is a result of flood and landslide conditions; in others, rapid water runoff and landsliding can occur in areas subject to prolonged erosion.

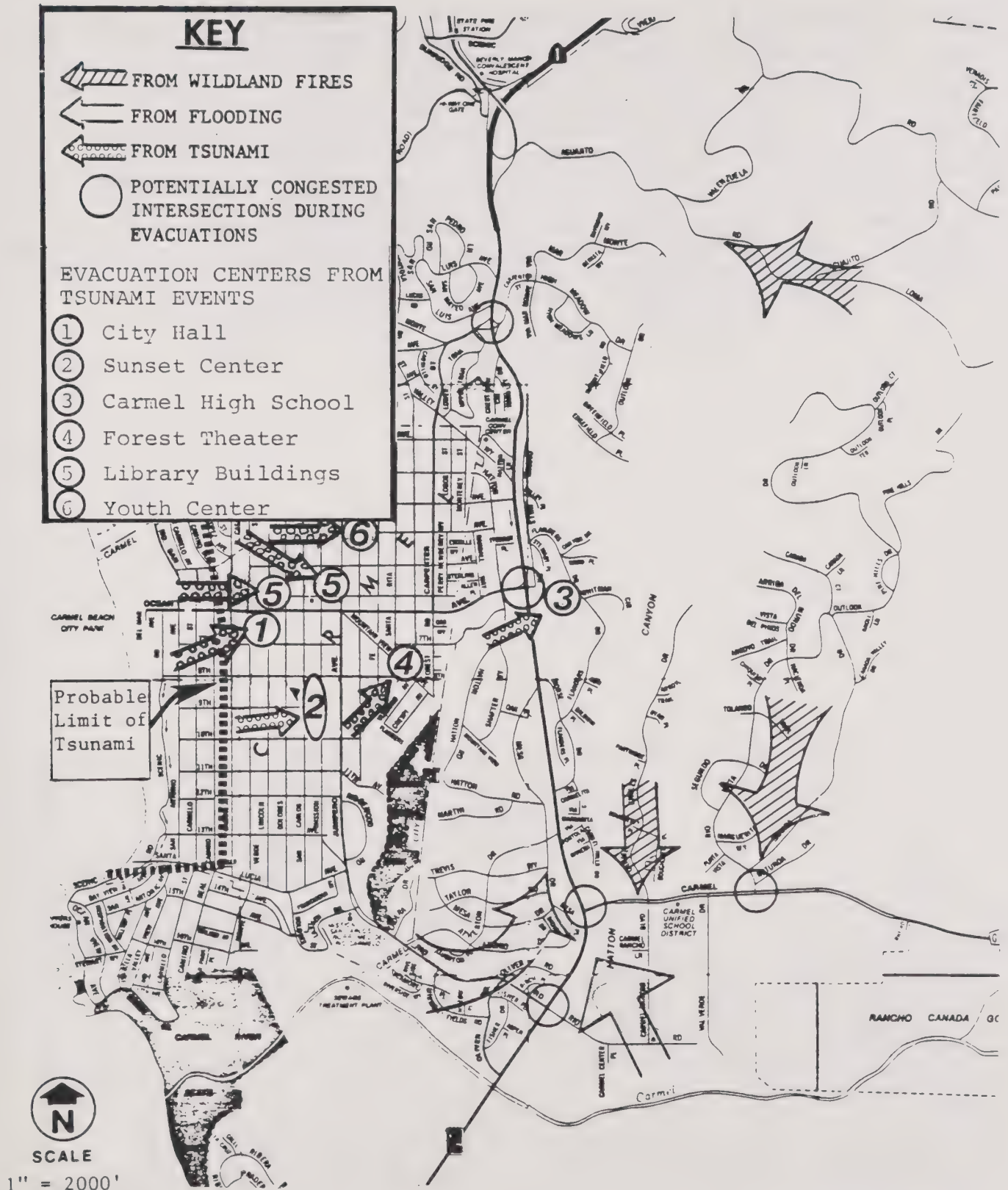
The preventive costs of erosion are generally included within flood control measures and the overall costs of hillside development. Adoption of the present state of the art procedures for erosion prevention in hillside areas will, in most cases, eliminate losses. Losses due to coastal erosion can be reduced most economically by avoiding construction in areas subject to severe erosion (County of Monterey General Plan, 1975). Erosion of the beach bluffs is addressed in the City's Master Beach Management and Emergency Action Plans.

DISASTER PREPAREDNESS. Carmel adopted an Emergency Plan in June, 1979 which is available at City Hall for review. The Emergency Plan establishes an emergency organization, assigns tasks, provides guidance, specifies policies and general procedures, and provides for integration and coordination of planning efforts of the various emergency staff and service elements. The stated purposes of the Emergency Plan are to:

1. Provide a basis for the conduct and coordination of operations and the management of critical resources during emergencies.
2. Establish a mutual understanding of the authority, responsibilities, functions, and operations of civil government during emergencies.
3. Provide a basis for incorporating into the City emergency organization the non-governmental agencies and organizations having resources necessary to meet foreseeable emergency requirements (Emergency Action Plan, 1979).
4. Make "Evacuation Route" maps available at all public facilities.

Emergency Service Delivery. The major day-to-day emergency services are provided by the Carmel-by-the-Sea Police and Fire Departments. Emergency medical aid and transportation is provided by the Fire Department within the district with major emergency medical services provided at the Monterey Peninsula Community Hospital located on Highway 68, approximately three miles from Carmel. The emergency medical services are sponsored by the American Red Cross (Dolores Street and 8th Avenue) with back-up emergency medical services provided by another firm called The Peninsula Medics.

FIGURE 7.3



Source: Monterey Peninsula Cities Map



CARMEL  
by the Sea



Evacuation Routes

Evacuation Routes. In certain emergencies or disaster, e.g., tsunami, there will be a definite need for Carmel residents to move quickly to other areas which are beyond the danger zone. While not all Carmel residents may be affected by any one disaster, with the possible exception of a major earthquake, an overall evacuation plan established in conjunction with the adopted Emergency Action Plan should be available to the residents of Carmel. Figure 7.3 shows potential evacuation patterns and facilities the public might use when faced with flooding, wildland fires or tsunami events. It also identifies intersections that may become extremely congested in the event of a major disaster or emergency. Public facilities such as the City Hall, Sunset Community and Cultural Center, and the Carmel High School could be used as evacuation centers.



8.  
Noise  
Element





## Introduction and Purpose.

The Noise Element of the City of Carmel-by-the-Sea's General Plan has been prepared pursuant to Section 65302(g) of the California Government Code. This section requires that each city's or county's General Plan shall contain a Noise Element. In preparing the Noise Element, the "Guidelines for the Preparation and Content of the Noise Element of the General Plan", prepared by the office of Noise Control, California Department of Health, have been closely followed.

The purpose of the Noise Element is to form the basis for the City's efforts in community noise control. The Noise Element is composed of the following parts:

- an evaluation of the present and future noise climate in Carmel;
- a discussion of the major noise sources in Carmel and some suggestions for their control;
- a section discussing the use of the Noise Element as a planning tool; and
- a section summarizing actions which the City can take to reduce existing noise levels and avoid future noise problems.

The General Plan Elements are important tools which elected officials can use to provide policy guidance to assist in decision making. All of the Elements of the General Plan are related and interdependent to some degree. However, the Noise Element is most closely related to the Land Use, Housing, Circulation, and Open Space Elements.

A major objective of the Noise Element is to provide guidelines to achieve noise compatible land use. The Land Use and Noise Elements are, therefore, closely related. The Noise Element by identifying noise sensitive land uses and establishing compatibility guidelines for land use and noise, will influence the general distribution, location, and intensity of future land use. Effective land use planning can alleviate noise problems.

Residential areas are one of the most noise sensitive land uses. The Housing Element, therefore is directly affected by the Noise Element. The Housing Element policies and programs should include safeguards against noise intrusion. Implementation of land use/noise compatibility guidelines can reduce noise impacts in residential locations. In addition, proper noise mitigation measures during construction of housing can guard against adverse noise impacts.

The circulation system within a city is one of the major sources of continuous noise; therefore, the existing and future circulation system identified in the Circulation Element will greatly influence the noise environment. When proper planning occurs circulation routes such as major streets and highways, along with truck routes, can be located to minimize noise impact upon noise sensitive land use.

Since noise can adversely affect the enjoyment of quiet activities in open space, the Noise Element is also closely related to the Open Space Element. Conversely, open space can be used as a noise buffer between incompatible land uses. This technique can reduce community noise levels and also provide usable open space for recreation.

## Issues of Local Significance.

The greatest noise source in Carmel is the large volume of automobile traffic that travels through Carmel. Large buses, trucks and vehicles travel through residential neighborhoods and generate noise that is not in keeping with Carmel's village character. Noise conflicts are also created by stationary sources in the commercial district with surrounding apartments and single family residences. Restaurant radio address systems, late night operations of some restaurants, bars and theaters, early morning volunteer fire alarm, street sweeper operations, power equipment and truck idling are some of the noise sources that impact residents. Residents have also identified dogs, radios and landscape maintenance equipment as noise sources. This Element addresses several sources of noise and offers standards that can be incorporated into a community noise ordinance.

## Goals, Objectives and Policies.

G8-1 To preserve Carmel's overall quiet environment; to reduce noise in Carmel to levels compatible with the existing and future land uses and to prevent the increase of noise levels in areas where noise sensitive uses are located.

O8-1 Support programs to reduce community noise levels where possible to levels acceptable to the community.

P8-1 Evaluate noise emission levels when purchasing City owned vehicles and construction equipment and require appropriate noise mitigation. This consideration should be balanced with the required performance and cost. (Also implements O8-3)

P8-2 Revise the present noise ordinance to conform with guidelines established by the Office of Noise Control and the California Department of Health Services. Develop an ordinance which is comprehensive enough to cover all the identified sources of noise and is simple to enforce. (Also implements O8-2 and O8-4)

(See also P8-6, P8-7 and P8-11)

O8-2 Consider the compatibility of proposed land uses with noise environment when preparing community plans or reviewing specific development proposals.

P8-3 Review all new development plans for compatibility with the noise environment. At a minimum use the "Land Use Compatibility for Community Noise Environments" (Figure 8.3) to guide this review. Require acoustical reports when necessary.

P8-4 Develop standard noise mitigation measures which can be incorporated into new developments.

P8-5 Encourage creative solutions when potential conflicts between noise levels and land use arise. (Also implements O8-4)

(See also P8-2 and P8-11)

08-3 Control unnecessary, excessive and annoying noises within the City where not preempted by Federal or State control.

P8-6 Attempt to modify hours of truck delivery and tour bus patterns, construction activities, City owned equipment and vehicles, power equipment, and amplified sound equipment. (Also implements 08-1)

P8-7 Establish noise performance standards for City owned equipment, air circulating and air conditioning equipment. (Also implements 08-1)

P8-8 Endorse future efforts to reduce noise levels along State Highway 1 to acceptable levels.

P8-9 Continue to monitor the Highway Improvement Project for State Route 1 (near Carmel) as discussed in the Circulation Element and ensure that when the Project proceeds, the appropriate acoustical measures are included in the project design.

P8-10 Actively enforce the provisions of the California Motor Vehicle Code pertaining to vehicle noise emission. (Also implement 08-4)

(See also P8-1 and P8-11)

08-4 Develop a noise enforcement program to minimize disturbance of the community tranquility.

P8-11 Through the use of precision sound level metering equipment monitor sound levels on a routine basis in order to achieve, through a noise ordinance, reduction of unacceptable noise within Carmel. (Also implements 08-1, 08-2 and 08-3)

(See also P8-2 and P8-10)

## Supporting Information.

The following section describes in quantitative and qualitative terms the noise climate in the City of Carmel-by-the-Sea. Included are:

- the noise contours for the motor vehicle traffic on the major arterials within the City for 1981 and 2000;
- the results of the noise monitoring throughout the City in September 1981, and the noise measurements contained in the Noise Element of Monterey County (1980) related to the City of Carmel-by-the-Sea;
- a review of the noise complaint files in order to describe how the citizens of the City of Carmel-by-the-Sea view their noise environment; and
- a community noise inventory showing the number of people in the City exposed to various levels of environmental noise.

NOISE CONTOURS. The noise contours throughout this Element are shown in terms of the Community Noise Equivalent Level (CNEL). The CNEL scale is based upon the average energy content of the sound, rather than the average sound pressure level. The CNEL is composed of averaged sound energy levels during three periods: day (7:00 a.m. to 7:00 p.m.), evening (7:00 p.m. to 10:00 p.m.), and night (10:00 p.m. to 7:00 a.m.). Weighting factors of 5 dB and 10 dB are applied to the evening and nighttime periods respectively to account for the lower human tolerance to noise during these periods. Figures 8.1 and 8.2 contain noise contour study maps for selected areas of the community showing predicted noise levels for the existing community (1981) and the predicted future additions (2000). The contours present the noise exposure for State Highway 1, truck and bus routes, and Ocean Avenue, all heavily traveled roadways within and near the City. No industrial plants are found in Carmel and no stationary ground noise sources were identified as significant (i.e., none were found to generate a noise level exceeding 60 CNEL beyond their property line). In most cases, the 2000 noise levels are not expected to increase by a noticeable amount over today's noise levels.

NOISE MEASUREMENTS. Noise measurements were made throughout Carmel in September 1981. The noise measurement sites were chosen so that some of the sites would be close to major transportation noise sources, while others would be distant from these major noise sources.

The data from the sites close to the major transportation noise sources were used to validate the noise exposure contours. The data from the sites distant from major noise sources were used to provide information on the noise environment in those portions of the City where noise from a single source does not dominate the noise environment. The noise measurements were performed on weekdays, between the hours of 10:00 a.m. and 3:00 p.m., and the main motor vehicle entrances, such as Carpenter Street, Ocean Avenue and Rio Road were monitored during one of Carmel's peak traffic hours from 11:30 a.m. to 1:30 p.m. The noise monitoring sites are presented on the noise contour map (Figure 8.1) along with the measured CNEL at each site. Table 8.1 presents noise monitoring locations with the measured noise levels. The results of these measurements demonstrate that Carmel has a low level of ambient noise compared to other communities. As a result, the community's tolerance for noise intensive activities is also low; especially in the nighttime hours where the sound of the surf is the most prevailing sound throughout most of the community, and loud sound can travel far and impact large numbers of people.

COMMUNITY NOISE OPINION. The review of the City's complaint files indicates that tourist related activities are the major cause of annoyance among the citizens of Carmel. These activities include motor vehicle and bus traffic which cause a stop and go traffic flow on the local roadway system. Amplified music on the beach at the foot of Ocean Avenue and from restaurants is another cause of annoyance. Delivery trucks in the commercial area and garbage collection trucks represent other sources of noise within Carmel. However, localized noise problems such as branch shredders, portable leaf blowers, power lawn mowers, air conditioners and barking dogs were also noted.

The 1982 General Plan Questionnaire indicated that 65.4% (1,162) of the respondents felt noise was not a problem in their neighborhood, 27.3% (486) stated noise was a problem, and 7.1% (128) gave no response. The sources of neighborhood noise most frequently noted by respondents were dogs, loud music from cars, portable radios, buses, trucks, cars, motorcycles, and theaters.

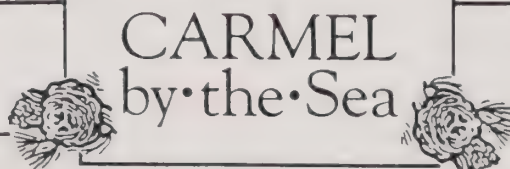
TABLE 8.1

## CARMEL NOISE MONITORING LOCATIONS AND MEASURED NOISE LEVELS

LOCATION	DECIBELS (LEQ.) *
1. Carmel Beach (north)	59
2. Scenic Road/12th Avenue	63
3. Carmel Mission/Rio Road	64
4. Ocean Avenue/Randall Way	72
5. Ocean Avenue/San Carlos Street	69
6. Carpenter Street/2nd Avenue	69
7. Forest Hill Park	58
8. Monte Verde Street/Carmel River School	48 a (62) b
9. Sunset Center/San Carlos Street	56
10. Carmel High School/Highway 1	66
11. Carmel Woods School/Dolores Street	58
12. Devendorf Park/Ocean Avenue	62
13. Larson Athletic Field/Rio Road	64
14. 2nd Avenue/Junipero Avenue	52c
15. Mission Trail Park	52

- a. Background sound level.  
 b. Voices from gym class in action.  
 c. Broad band noise from power transformer station.

\* LEQ is the equivalent steady state sound level which in a stated period of time would contain the same acoustic energy as the time varying sound level during the same period.



Carmel Noise Monitoring Locations  
and Measured Noise Levels

NOISE EXPOSURE INVENTORY. Section 65302(g) of the California Government Code requires that "a part of the Noise Element shall also include the preparation of a community noise exposure inventory, current and projected, which identifies the number of persons exposed to serious levels of noise throughout the community". Based on the location of the noise contours shown in Figure 8.1 and Figure 8.2 and on 1981 and 2000 population projections, the following table shows the number of persons in the City of Carmel-by-the-Sea and those residing along Highway 1 exposed to various levels of environmental noise.

Table 8.2 shows that there could be a slight increase in the number of persons exposed to a CNEL of greater than 60 dBA in the year 2000. Although this small change is not significant, implementation of the policies stated in this Noise Element would reduce the number of people exposed to a given noise level.

MAJOR NOISE SOURCES AND SUGGESTIONS FOR THEIR CONTROL. Control or abatement of a noise problem in Carmel can be accomplished in any one or a combination of three ways. One can quiet the source of noise or remove it; one can protect the receiver of the noise; or one can block the path between the source of the noise and the receiver to reduce the noise level. One other option, to isolate or remove the receiver of the noise, is a fourth option not usually implemented. All three of these options should be pursued to reduce the noise exposure in Carmel.

State Highway 1. The greatest generator of continuous high noise levels in Carmel is State Highway 1. The residences adjacent to State Highway 1 between Carpenter Street and Rio Road are exposed to a CNEL of up to 70 dBA. This is 10 dBA higher than the recommended level for residential areas of 60 CNEL suggested in the land use compatibility guidelines discussed later in this Noise Element. The noise levels along State Highway 1 in the yards of the nearest residents make conversation and normal vocal levels difficult. Even inside these homes with the windows and doors closed, highway noise is constantly audible as background level noise. The noise generated by motor vehicles on State Highway 1 is caused by a relatively large number of automobiles and trucks traveling at high speed. This high noise level coupled with the fact that residences are located close to the roadway results in a noise problem.

TABLE 8.2

## COMMUNITY NOISE EXPOSURE INVENTORY

<u>NOISE LEVEL CNEL</u>	PERSONS WITHIN EXISTING CITY LIMITS		PERSONS OUTSIDE EXISTING CITY LIMITS	
	<u>1981</u>	<u>-</u> <u>2000</u>	<u>1981</u>	<u>-</u> <u>2000</u>
60 - 65	140	148	488	336
65 - 70	104	112	276	230
70 - 75	0	0	0	232



CARMEL  
by • the • Sea



Community Noise Exposure Inventory

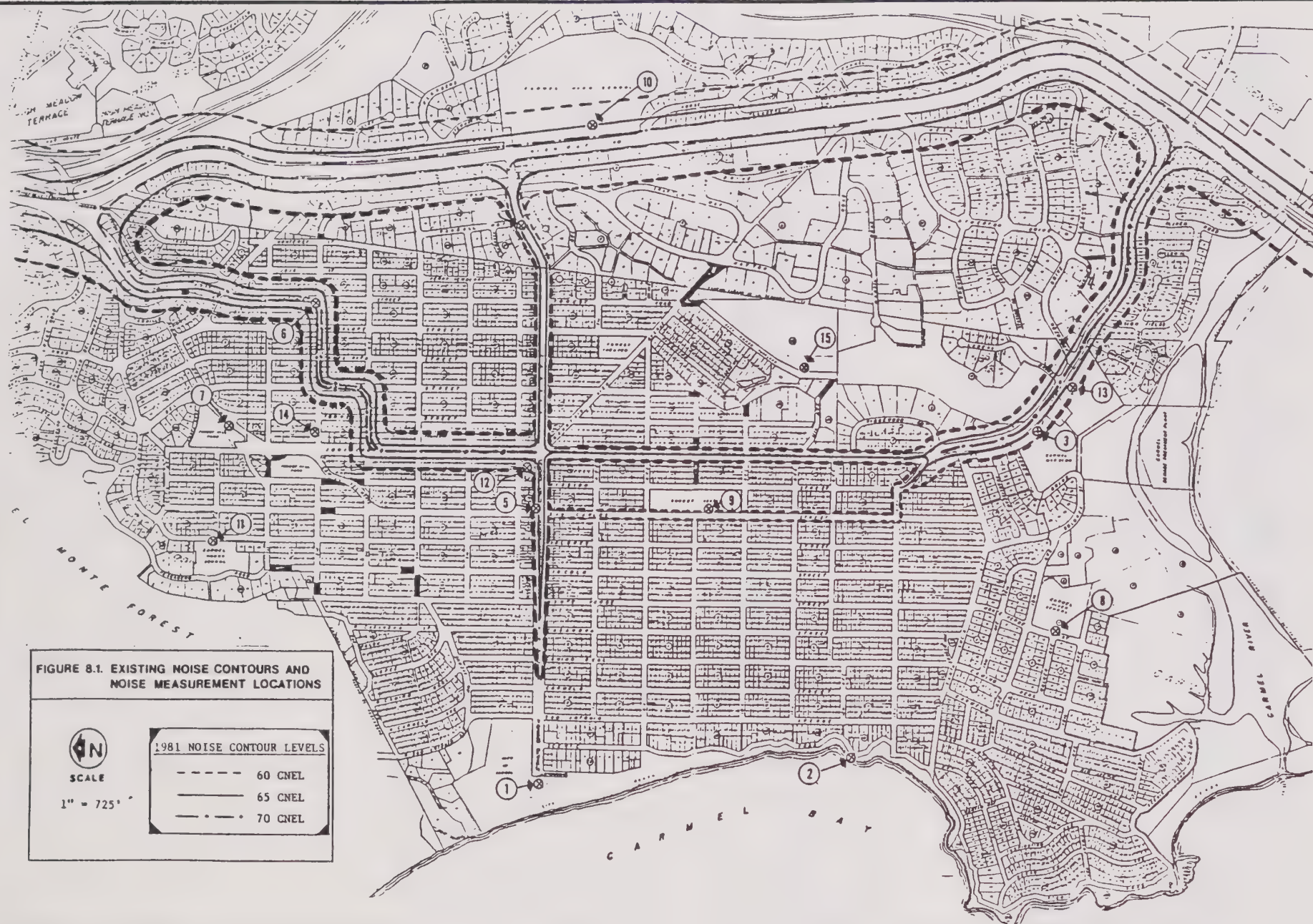


FIGURE 8.1



CARMEL  
by • the • Sea



Existing Noise Contours and  
Noise Measurement Locations



FIGURE 8.2



CARMEL  
by • the • Sea



Year 2000 Noise Contours

Truck and Bus Routes. Delivery trucks to the central business area of Carmel mainly use the following route: Carpenter Street, Second Avenue, Santa Fe Street, Third Avenue, Junipero Avenue, Fourth Avenue, San Carlos Street, Thirteenth Avenue and Rio road. As is shown in Figure 8.1, noise levels along these streets are generally higher than along other streets in Carmel. Tour buses traveling through Carmel have also been identified by residents as a source of noise. Tour buses are directed in a loop pattern through Carmel on Carpenter Street, Second Avenue, Santa Fe Street, Third Avenue, Junipero Avenue, Eighth Avenue, San Carlos Street, Thirteenth Avenue, and Rio Road. The tour bus route is similar to the designated truck route. The main problem with trucks and buses is that in a quiet residential area the noise emitted by these vehicles stands out sharply against the low level background noise.

Ocean Avenue. Ocean Avenue is one of the major access arterials of Carmel. Ocean Avenue presently carries an average daily traffic of 11,000 automobiles (more during seasonal periods and weekends) with a decreasing number of motor vehicles west of the business area. Truck traffic is prohibited on Ocean Avenue from State Highway 1; therefore, the section of Ocean Avenue from State Highway 1 to east of the central business area is used by automobiles only. Within the business area, trucks have destinations on Ocean, Junipero, 5th, 6th, 7th and 8th Avenues, and San Carlos, Lincoln, Mission, Dolores and Monte Verde Streets having to travel and unload throughout the business district. Residents living adjacent to Ocean Avenue are occasionally exposed to temporary, traffic generated, high noise levels. On an average noise level basis such as CNEL, however, residents are not exposed to noise levels higher than suggested in the land use compatibility guidelines presented in this Element.

Individual Vehicles -- Trucks, Buses, Motorcycles and Automobiles.

One of the most annoying and illegal sources of noise in any community, including Carmel, is unmuffled or improperly muffled motor vehicles. Section 27150 of the California Motor Vehicle Code requires that all vehicles be equipped with a properly maintained muffler. Section 27151 makes it illegal to modify the exhaust system of any vehicle. Enforcement of these sections of the vehicle code does not require the use of a sound level meter to prove a violation. In addition to the muffler regulations, Section 23130.5 of the Vehicle Code sets quantitative noise emission limits for different vehicle classes. Enforcement of this section requires noise monitoring equipment and trained personnel. Since almost all the vehicles that violate the quantitative limits have faulty or modified exhaust systems, it is generally more cost effective for a city to cite vehicles under sections 27150 and 27151.

Miscellaneous Noise Sources. Other noise sources have also been identified as common problem in Carmel. Barking dogs, especially during the night, represent a nuisance type of noise problem that can reduce the quality of life in a residential neighborhood. Power saws, leaf blowers and other assorted power tools (such as branch shredders and street sweepers operated by the City) are often annoying to neighbors. The variety of power tools in use and because some are used exclusively outdoors, makes enforcement of fixed noise emission limits difficult. The hours during which these tools are used, however, can be regulated. Noise from military drills at Fort Ord are also heard sometimes in Carmel. Other activities which generate noise, and which may cause annoyance, include amplified music, public address systems, and refuse collection and are best controlled through the adoption of a quantitative community noise ordinance.

THE NOISE ELEMENT AS A PLANNING TOOL. The noise exposure contours for Carmel provide baseline information that will be very useful in the City's planning efforts. Some of the more important uses follow.

Exterior Noise Levels and Land Use Compatibility. Over the years many studies have been performed to determine how much noise is acceptable for different land uses. Figure 8.3, summarizes this information, based on a chart developed by the Office of Noise Control of the California Department of Health. Figure 8.3 shows, for various land uses, the noise level (Ldn or CNEL) below which the land use would be considered compatible with the exterior noise environment with no special noise insulation requirements. Figure 8.3 also shows the noise level above which the land use would be considered unacceptable due to the difficulty of providing the required noise reduction. The chart indicates that there is often a large range of exterior noise levels for which a land use could be made compatible if the necessary noise reduction features are included in the design of the project. The land use compatibility chart used in conjunction with the noise exposure contours will, therefore, provide additional input into the decision making process. Proposals to rezone parcels, for example, can be quickly evaluated for any potential conflicts with the existing noise environment.

Environmental Review. In a more specific sense, the noise exposure contours are in the City's noise data base, and will be of interest to all who are involved in the environmental review process. The contours and the land use compatibility chart will be helpful in identifying the potential noise impacts associated with a project during the initial environmental study phase.

The Noise Exposure Contours and the California Noise Insulation Standards. The California Noise Insulation Standard for Multi-Family Dwellings (Title 25 of the California Government Code) requires an acoustical report for dwellings proposed in areas where the CNEL exceeds 60 dBA. The purpose of the acoustical report is to demonstrate the manner by which the development will meet the standards for interior noise levels. The year 2000, 60 CNEL noise contour on the noise exposure map (Figure 8.2) should be used to determine where a noise measurement will be required to determine compliance with the standard. When a development would be located in an area where the CNEL exceeds 60, on site noise measurement should be required, because local conditions on site may cause somewhat different noise levels than the contours show. If the noise measurement shows that the on site CNEL exceeds 60 then the acoustical report would be required. Developments located outside the 60 CNEL contour would not require a measurement, as, in general, the noise contours slightly overestimate the noise level.

Noise Mitigation Measures. In some situations it is necessary to construct noise sensitive developments in noise areas. This discussion of noise mitigation measures is intended to provide an overview of the kinds of steps that can be taken to reduce or eliminate noise impacts. Noise control engineering is a complex discipline. Any proposed solutions to noise problems must not interfere with structural, architectural, or building code requirements. Noise mitigation measures should also be assessed against other community values such as open space, aesthetics, maintenance problems, etc. Each project has its own special problems, and mitigation measures which are cost effective for one project may not be for another. Regardless of the measures employed for a project, mitigation is always cheaper and generally more effective if it is included in a project during the design phase. The measures or combinations of measures used to mitigate noise fall into four major categories: site planning, architectural layout, noise barriers, and construction modifications.

FIGURE 8.3

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE L <sub>dn</sub> OR CNEL, dB						INTERPRETATION
	55	60	65	70	75	80	
RESIDENTIAL – LOW DENSITY SINGLE FAMILY, DUPLEX, MOBILE HOMES							<b>NORMALLY ACCEPTABLE</b> Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.
RESIDENTIAL – MULTI. FAMILY							
TRANSIENT LODGING – MOTELS, HOTELS							<b>CONDITIONALLY ACCEPTABLE</b> New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.
SCHOOLS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES							
AUDITORIUMS, CONCERT HALLS, AMPHITHEATRES							<b>NORMALLY UNACCEPTABLE</b> New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
SPORTS ARENA, OUTDOOR SPECTATOR SPORTS							
PLAYGROUNDS, NEIGHBORHOOD PARKS							<b>CLEARLY UNACCEPTABLE</b> New construction or development should generally not be undertaken.
GOLF COURSES, RIDING STABLES, WATER RECREATION, CEMETERIES							
OFFICE BUILDINGS, BUSINESS COMMERCIAL AND PROFESSIONAL							
INDUSTRIAL, MANUFACTURING UTILITIES, AGRICULTURE							

#### CONSIDERATIONS IN DETERMINATION OF NOISE-COMPATIBLE LAND USE

##### A. NORMALIZED NOISE EXPOSURE INFORMATION DESIRED

Where sufficient data exists, evaluate land use suitability with respect to a "normalized" value of CNEL or L<sub>dn</sub>.

##### B. NOISE SOURCE CHARACTERISTICS

The land use-noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment. The State Aeronautics Act uses 65 dB CNEL as the criterion which airports must eventually meet to protect existing residential communities from unacceptable exposure to aircraft noise. In order to facilitate the purposes of the Act, one of which is to encourage land uses compatible with the 65 dB CNEL criterion wherever possible, and in order to facilitate the ability of airports to comply with the Act, residential uses located in Com-

munity Noise Exposure Areas greater than 65 dB should be discouraged and considered located within normally unacceptable areas.

##### C. SUITABLE INTERIOR ENVIRONMENTS

One objective of locating residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL of L<sub>dn</sub>. This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

##### D. ACCEPTABLE OUTDOOR ENVIRONMENTS

Another consideration, which in some communities is an overriding factor, is the desire for an acceptable outdoor noise environment. When this is the case, more restrictive standards for land use compatibility, typically below the maximum considered "normally acceptable" for that land use category, may be appropriate.





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